DOCUMENT RESUME

ED 190 292 RC 012 129

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TITLE A National Comparative Study Regarding Rural Special Education Delivery Systems Before and After Passage of PL 94-142.
INSTITUTION Murray State Univ., Ky. Center for Innovation and Development.
SPONS AGENCY Bureau of Education for the Handicapped (DHEW/OE), Washington, D.C.
PUB DATE Apr 80
GRANT G007801686
NOTE 170p.; Light print may not reproduce clearly.

EDRS PRICE MF01/PC07 Plus Postage.
DESCRIPTORS Comparative Analysis; Cost Effectiveness; *Delivery Systems; Due Process; Educational Change; Exceptional Persons; *Federal Legislation; Mainstreaming; Parent Participation; Program Evaluation; Questionnaires; *Rural Schools; *Small Schools; *Special Education; Special Education Teachers; Teacher Recruitment
IDENTIFIERS *Education for All Handicapped Children Act; *Impact Studies

ABSTRACT

Despite problems, extraordinary progress has been made to provide a free and appropriate public education for handicapped students in rural America. A study of 75 school districts and cooperatives in 17 states revealed significant improvements in programs and services offered and types and ages of exceptional students served. Achievements included a 92% average increase in the number of handicapped students identified and served, percentage changes of up to 1,525% in services before and after implementation of PL 94-142, and establishment of procedures for due process and parental involvement. Services previously nonexistent such as physical and occupational therapy and programs for severely handicapped students were enacted in many small schools at no cost to parents of handicapped students. A preponderance of data indicated that major hindering factors were teacher recruitment and retention problems and funding and staff inadequacies. Attendant cultural, geographic, and climatic variables inhibited service delivery to a lesser degree. Although significant challenges remain, the Education of All Handicapped Children Act has clearly initiated efforts toward full services for rural handicapped students. Appendices contain the data collection instruments and a cost analysis model for rural district service delivery systems. (Author/JH)

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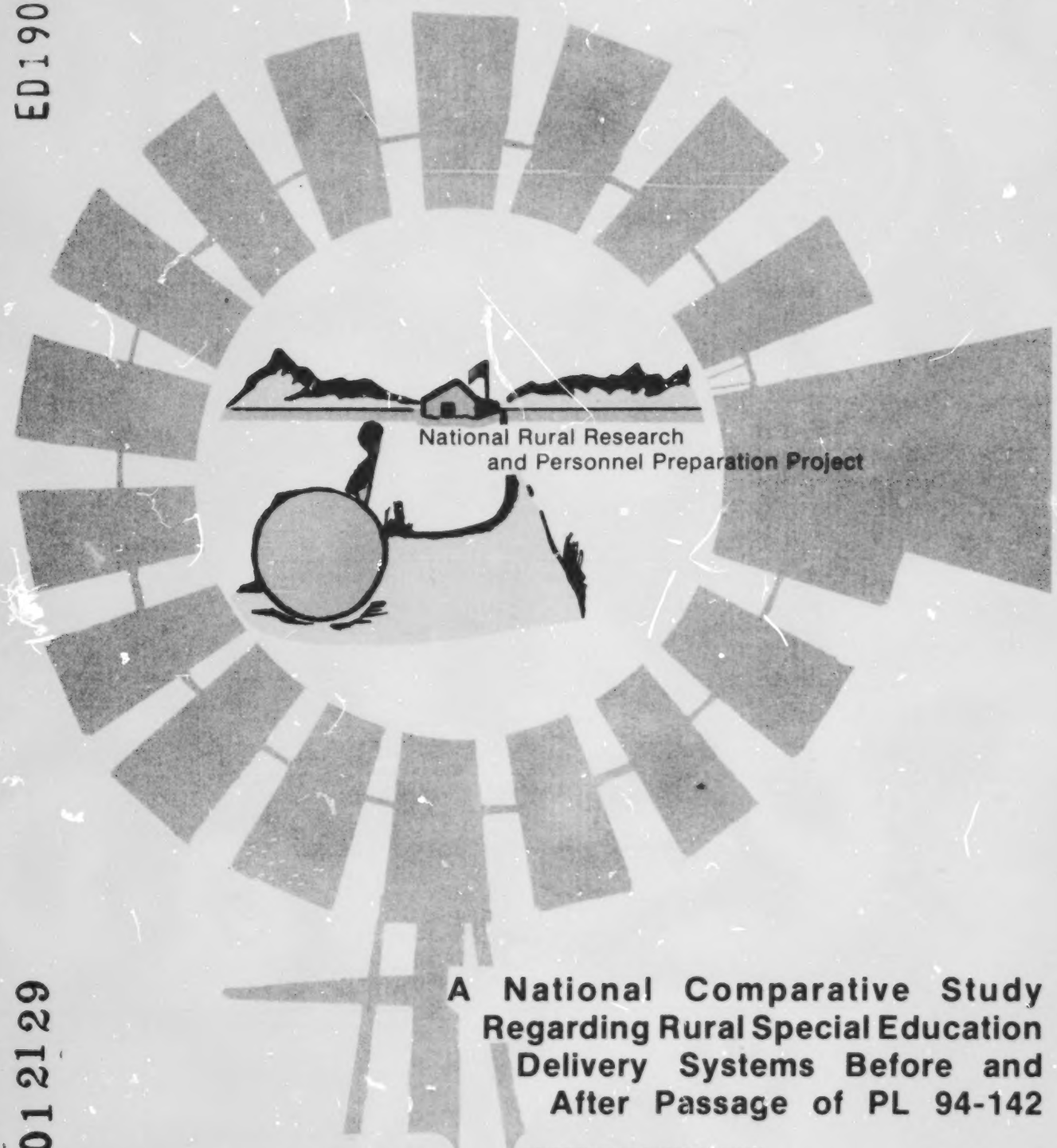

A National Comparative Study Regarding Rural Special Education Delivery Systems Before and After Passage of PL 94-142

RC 012129

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A NATIONAL COMPARATIVE STUDY REGARDING RURAL SPECIAL EDUCATION DELIVERY SYSTEMS BEFORE AND AFTER PASSAGE OF PL 94-142

Conducted by:
National Rural Research & Personnel Preparation Project (NRP)
Grant No.: G007801686
Center for Innovation and Development
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ABSTRACT

Despite problems, extraordinary progress has been made to provide a free and appropriate public education for handicapped students in rural America. Seventy-five school districts and cooperatives in 17 states involved in a study of the National Rural Research and Personnel Preparation Project (NRP) exhibited significant improvements in programs and services offered and types and ages of exceptional students served.

Achievements included a 92% average increase in the number of handicapped students identified and served; percentage changes in services before and after implementation of PL 94-142 up to 1,525%; and establishing procedures for due process and parental involvement procedures. Services previously nonexistent such as physical and occupational therapy and programs for severely handicapped students were enacted in many small schools at no cost to parents of handicapped students.

A preponderance of data indicated that major hindering factors were teacher recruitment and retention problems and funding and staff inadequacies. Attendant cultural, geographic and climatic variables also inhibited service delivery. Although significant challenges remain, the Education of All Handicapped Children Act has clearly initiated efforts toward full services for rural handicapped students.

ACKNOWLEDGEMENTS

Support and assistance of the following individuals are gratefully acknowledged:

Bureau of Education for the Handicapped personnel: Dr. Robert Herman, Associate Deputy Commissioner; Dr. Jasper Harvey, Director, Division of Personnel Preparation; Dr. James Siantz, Rural Advocate and Project Officer; Dr. Jerry Vlasak, Branch Chief, Division of Assistance to States; Dr. Jack Jones, Chief, Field Services Branch, Division of Assistance to States; and Mr. Thomas Irvin, Chief, State Policy and Administrative Review Branch.

State Education Agency personnel: Chief State School officers, Directors of Special Education, and numerous other SEA employees in the following states: Alaska, Arizona, Arkansas, Colorado, Georgia, Hawaii, Illinois, Kansas, Kentucky, Maine, Minnesota, Montana, New Hampshire, Nevada North Carolina, Oregon, Tennessee, Texas, Utah, Vermont, West Virginia, and Wyoming.

Also especially appreciated are numerous individuals from local rural districts and special education cooperatives who provided invaluable assistance in data gathering.

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SECTION I

INTRODUCTION

Two-thirds (67%) of all school districts are classified as either rural, remote, or isolated because of sparse population or geographic location. Traditional problems associated with implementing comprehensive special education programs in urban districts are compounded in such areas. The National Rural Project (NRP) has been conducting national research since June 1, 1978, to identify effective service delivery strategies correlated with specific rural community and district subcultures.

More than 15 million children ages 5 to 17 are enrolled in rural schools (Sher, 1978), and the estimated number of handicapped students in rural schools has ranged as high as 1.8 million (Education of the Handicapped, June 6, 1979). However, one of the most significant obstacles to thoroughly assessing the effectiveness of rural special education services has been the absence of a consistently applied definition of "rural" within the field of education, federal agencies, and professional organizations. Rural schools are typically called "small," non-urban," "remote," or "isolated," as well as "rural."

When one also remembers that since 1972, rural areas have been gaining in population (Sher, 1978), it becomes apparent that the rural constituency will continue to be a sizeable one well into the future.

The Bureau of Education for the Handicapped (BEH) has become increasingly concerned that absence of data which can be compared between rural and urban districts may be attributed to the problems of defining rural education. As most federal agencies have no definition or requirements for gathering data with regard to rural performance versus non-rural performance, data regarding effective service delivery strategies has not been available in the past.

The myriad of non-metropolitan schools ranges from obviously isolated schools including 1-10 children in a location 200 miles from the nearest school district to schools surrounded by larger suburban school districts. Obviously, location has implications for proximity to resources including special education services.

Rural America is far too heterogeneous and complex to be described by simplistic definitions or stereotypes. Specifically in terms of rural special education delivery systems, the problems of delivery of services to a cerebral palsied child in a remote area with no physical, occupational, or speech therapist where 250 miles exist between that child and the next cerebral palsied child are quite different than service delivery problems in a more clustered rural area where the chief problem in delivering services may be administrative apathy.

The inclination of many data gathering bodies has been to delineate rural populations using population figures. Unfortunately, different data collection agencies and studies have employed divergent qualifiers to study small school populations, depending on the types of data being collected, purposes of collecting data, and staff and resources available.

Population-based definitions of rural may inadvertently include non-rural districts. For example, if the Local Education Agency (LEA) being

classified is a county school district, the LEA may have a larger enrollment than 1,000 or even 2,500 but still be very rural. This is especially true when delivery systems to low-incidence handicaps are the main consideration. Also, in view of historical emphasis on consolidation of rural districts, and since "rural" generally refers to sparsely populated areas, even though total geographic square miles may differ, the NRP has found a population per square mile more functional. In addition, strictly defining a rural district as less than 1,000 or even 2,500 students may inadvertently include suburban areas. One may readily ascertain some of the potential problems when special education cooperatives are being considered.

Based on a modified census definition and consideration of the variables described above, a definition of rural which has been functional to the NRP follows:

> A district is considered rural when the number of inhabitants is less than 150 per square mile or when located in counties with 60% or more of the population living in communities no larger than 5,000 inhabitants. Districts with more than 10,000 students and those within a Standard Metropolitan Statistical Area (SMSA), as determined by the U.S. Census Bureau, are not considered rural.

In response to increasing concerns regarding rural special education service delivery systems, the BEH requested this report describing changes in special education programming before and after implementation of Public Law 94-142 (PL 94-142). The BEH was primarily interested in changes in programs and services to various ages and categories of rural handicapped children, major problems experienced in implementing the Education of All Handicapped Children's Act (EHA), and examples of best practices.

Although the actual date of implementation of the EHA varied from one rural LEA/cooperative to another, data reported in this document ascertained changes from before actual passage of PL 94-142 in 1975 to current performance during the 1979-80 school year.

SECTION II

OBJECTIVES

The National Rural Project (NRP) is composed of four major phases beginning with characterization studies of rural service delivery systems and culminating in field-testing and dissemination of models of personnel preparation. This report relates to the following objectives:

A. Identify performance of rural special education service delivery systems before and after passage of PL 94-142 in providing a free and appropriate education for all handicapped children at no cost to their families in the Least Restrictive Environment and with appropriate parental involvement and support.

B. Identify facilitating and hindering factors which operate to determine the success or failure of district/cooperat[illegible] compliance with PL 94-142.

SECTION III

METHODOLOGY

A. Respondents and Data Sources

Primary respondents included administrators and educators from 43 special education cooperatives and 32 school districts in 17 states. The total sample for the NRP district/cooperative data base includes personnel from 90 LEAs/cooperatives in 21 states. One or more administrators (superintendent, director of special education, cooperative director, principal, or supervisor); two support personnel (therapists/itinerant personnel); two regular and two special education teachers; and 3-4 parents were interviewed in each district/cooperative. (At the time of this report writing, data gathering has been completed in 20 of the 21 states involved.)

During 1978-79, State Education Agency (SEA) personnel from 19 states were interviewed for the Phase I characterization study of the project. Total sample data will be completely collected and analyzed by April 30, 1980. (NRP was requested to provide a report of program and service differences before and after passage of PL 94-142 before the data analysis was completed.)

Several data sources were involved in synthesizing this report:

1. Data currently available from the total NRP data base were utilized. At the time of data analysis, this included questionnaire and anecdotal data from 75 LEAs/cooperatives in 17 states. The primary questionnaire used is included in Appendix A. This instrument

concentrates on pre- and post-PL 94-142 program and service differences in rural schools.

2. Data gathered by the questionnaires in Appendix B were also used, primarily as they reported problems and staff development data.

3. Data gathered via the SEA instrument in Appendix C during 1978-79 were used for SEA-LEA/cooperative data comparisons reported in the major problems section of this report.

B. Data Gathering Processes

Data gathering concerning each district/cooperative has included on-site structured interviews with the personnel mentioned above, analysis of certain types of records, procedural forms and budget data, program observations, and telephone conversations after two days of on-site data collection was completed. Telephone data were collected to provide answers to any of the questions on the Appendix A instrument which had not been answered during the two-day site visit.

SEA data collection primarily consisted of the formal questionnaire and interview process (see Appendix C). Initial contact was made with each state's chief school officer, although interviewees included state directors of special education and their staff. In 14 states, data were gathered on-site in State Education Agency offices. Data were collected in conference sites or by mail in five other states.

All respondents were assured that individual responses would remain confidential. SEA and LEA/cooperatives were assigned numbers for analytical purposes as were individual respondents.

C. Sampling Methods

The number of states sampled was based totally on budgetary limitations. Using comprehensive literature review data, collaboration with other national groups, and field-test processes described below, state sampling procedures were designed to include major geographic, cultural and socioeconomic lifestyles in the United States.

Each SEA involved in the 1978-79 study, plus two additional SEAs selected during the 1979-80 project year to increase representation of southeastern states, selected four LEAs/cooperatives to be sampled. SEA personnel were requested to choose two upper and two lower performing (least and most effective 5%) rural districts/cooperatives (regarding implementing PL 94-142 mandates) for involvement in the study.

SEAs used state LEA/cooperative monitoring data and personal knowledge of districts/cooperatives to determine upper and lower functioning LEAs/cooperatives. For example, analyses of LEA/cooperative data submitted to the SEA in required reports regarding "provision of related services," as listed in the Federal Register, August 23, 1977, Section 121a.13 were pooled to determine representative effective and less effective districts. State department personnel were requested to verify or disavow compliance information in LEA reports and add data regarding district characteristics and strategies. SEA personnel were also asked to consider representativeness of geographic, cultural and socioeconomic lifestyles of districts to be sampled.

SEAs were asked to adopt the following definition of rural:

> Districts were considered rural when the number of inhabitants was less than 150 per square mile or when located in counties with 60% or more of the

population living in communities no larger than 5,000 inhabitants. Districts with more than 10,000 students and those within a Standard Metropolitan Statistical Area (SMSA), as determined by the Census Bureau were not considered rural.

D. Development of Data Collection Instruments

Input for all data collection instruments and processes were gathered from the BEH office of the Deputy Commissioner, Division of Assistance to States. Annual plans and program administrative reviews, compliance interview guides, and other BEH compliance forms and processes were reviewed. Input for instrument development was also obtained from literature reviews; collaboration with all major organizations concerned with special education, rural education, and other aspects of rural life; and findings of previous NRP studies as they related to the Federal Regulations for the EHA.

Several reasons led to the development of sets of general questions rather than modeling the instruments after BEH compliance questions:

1. Certain types of compliance data were made available during visits with BEH personnel. These data were valuable in structuring finalized data collection instruments and processes and in suggesting states and, subsequently, particular LEAs to visit.

2. The BEH compliance questions were mainly directed at the state level, and this project focuses on the LEA level.

3. The overall project demands a broad data base utilizing many types of information that BEH was not presently able to obtain, although BEH personnel and convened panelists for the NRP had determined such an information base as "critical for developmental purposes," and "a superior evaluation tool for Congress." This was a primary impetus for development of the Appendix A instrument.

4. Project staff ascertained after initial visits to State Departments of Education that most states had comprehensive evaluation data collection processes relevant to parts of the project's needs. Use of these, where relevant, facilitated data gathering and inhibited data collection duplication.

All project questionnaires focused on ascertaining problems and successful strategies of complying with each of the four major aspects of PL 94-142--Individualized Education Programs (IEPs), Least Restrictive Environment (LRE), procedural safeguards, and parental participation--in a rural culture.

SEA and LEA/cooperative personnel were asked to identify factors found in the state which made it difficult to fully implement PL 94-142 in rural school districts. These factors included cultural, geographic and/or socioeconomic factors which positively or negatively impact effective service delivery strategies. Attitudinal data toward mainstreaming (see Appendix B) were also gathered.

The 31-item instrument in Appendix A was also designed to identify district/cooperative performance before and after PL 94-142. Instruments in Appendixes B and C were reviewed by representatives of LEAs, SEAs, and institutions of higher education from eight states and six federal regions. Reactions were also received from BEH State Plan Officers and staff of national rural and special education organizations. These instruments were also field-tested with SEAs and LEAs/cooperatives in three states. The Appendix A instrument was not field-tested as it was an internal document completed from data gathered during the two-day on-site visits and follow-up telephone calls.

E. Data Analysis and Reporting

Only data analysis methods directly related to results reported in this document are described in this report. A complete description of analytical techniques used with the 1978-79 SEA data were fully reported in the Final Report of the 1978-79 NRP Special Project (Helge, 1979). The portions of those SEA data used for comparative purposes in the Major Problems section of this report were analyzed by: (1) cataloguing and tabulating concerns iterated by SEA personnel, and (2) identifying percentages of respondents identifying initial questionnaire choices and catalogued factors as major problem areas for rural LEA/cooperative service delivery.

LEA/cooperative data gathered to discern differences in pre- and post-PL 94-142 performance were analyzed by the following methods:

1. For each category of responses comparing the existence of services, programs, and personnel before and after implementation of PL 94-142, the number of districts/cooperatives possessing a particular variable was tabulated. Open-ended responses were categorized first. A percentage of the total n was computed and the percent of change from before to after PL 94-142 implementation was then calculated.

2. Means of percentage of change were calculated for responses requiring mathematical responses.

3. The McNermer Test for Significance of Changes was used with all appropriate data. Service and program variables identified as experiencing significant pre- and post-PL 94-142 changes (at the .05 or .01 levels) were noted.

4. Data regarding major problems in implementing PL 94-142 collected via the structured questions on the pre-post PL 94-142 instrument and anecdotal data gathered by questionnaires in Appendix B were either calculated or catalogued and tabulated before percentages were determined. Comparisons were made between percentage responses of SEA and LEA/cooperative personnel to various factors.

Other statistical procedures are being used to fully analyze data from questionnaires in Appendix B to prepare information for personnel preparation model development and service delivery strategy training phases.

Regional data and profiled service delivery strategies related to specific rural district/cooperative and community subcultures will be reported by May 31, 1980.

SECTION IV

RESULTS

Each table in this section depicting the percentage of districts/cooperatives with services or programs existing before and after PL 94-142 also has a calculated percentage of change. Percentage of change was computed by the differences from before to after EHA implementation divided by the base percentage.

A. Numbers, Ages, and Categories of Handicapped Students Identified and Served

Dramatic changes occurred between the passage of PL 94-142 in 1975 and the 1979-80 school year. Sampled districts and cooperatives exhibited an mean increase of 92% in the average number of handicapped students identified and served as the mean increased from 114 students before to 219 students after passage of PL 94-142. Compared to Blaschke's (1979) data reported in the Semiannual Update on the Implementation of PL 94-142, these data indicate that four times the number of unidentified or unserved students were newly served in rural areas than in the country in general.

This finding is consistent with previous findings that rural areas have had higher incidences of handicapping conditions (Farber, 1962; National Institute of Education, 1975), yet proportionately fewer handicapped students had been identified and greater proportions had been inadequately and inappropriately served (Helge, 1976, 1979). It is logical that mandated child find and service efforts would culminate in greater proportions of newly identified and served handicapped children as a result of

PL 94-142. A common statement regarding the significant increases in types of services offered was, "Five years ago, we weren't allowed to refer students for speech therapy until they reached the third grade."

Table 1, below, depicts changes in ages identified and served before and after implementation of PL 94-142. Although the most obvious

Table 1

Differences in Percentages of Districts Serving Various Ages of Handicapped Students Before and After Implementation of PL 94-142

	Before PL 94-142	After PL 94-142	Percent Change
0-2 years	0%	14%	**
3-4 years	7%	63%	+800%*
5-6 years	86%	100%	+16%*
7-8 years	96%	100%	+04%
9-10 years	100%	100%	0%
11-12 years	98%	100%	+02%
13-14 years	93%	100%	+08%
15-16 years	85%	100%	+18%*
17-18 years	69%	86%	+25%*
19-20 years	36%	72%	+100%*
21 years	16%	68%	+325%*

* Significant to the .05 level
** Increase infinite; statistic cannot be calculated

ramifications of Federal mandates for handicapped students are impacts for the preschool and 16+ population, pre-PL 94-142 school age handicapped populations in the 6-8 and 11-16 age ranges have also received benefits from expanded services. Previous to the 1979-80 school year, it had been estimated that at least 5.3% of all rural school-aged children were not enrolled in any school--twice the nonenrollment rate found in urban areas (reports of the National Conference on State Legislatures

and the National Rural Center, 1979, reported in Education of the Handicapped, June 6, 1979).

A preponderance of handicapping conditions was cited as the major reason for nonenrollment because of the lack of available special education services and/or lack of parental information concerning such services (Education of the Handicapped, June 6, 1979).

Table 2 depicts extraordinary changes in categories of handicapping conditions identified and served before and after implementation of PL 94-142. These findings are indicative of greater numbers of service options for a wider age and disability span of handicapped children. Changes in services for specific populations are discussed in Section C.

TABLE 2

Categories of Handicapping Conditions Identified and Served Before and After PL 94-142 Implementation

Disability Area	Before PL 94-142	After PL 94-142	Percent Change
Educably Mentally Handicapped	57%	72%	+26%*
Speech Impaired	37%	61%	+65%*
Trainably Mentally Handicapped	59%	77%	+31%*
Learning Disabled	27%	79%	+193%*
Hearing Impaired	25%	60%	+140%*
Emotionally Disturbed	09%	52%	+478%*
Visually Handicapped	17%	57%	+235%*
Severely Handicapped	04%	47%	+1075%*
Orthopedically & Physically Handicapped	07%	47%	+571%
Multihandicapped	0%	47%	**
Developmental Disabilities	0%	01%	**
Handicapped Students not Classified by Disability Area	08%	0%	-100%*

* Significant to the .05 level
** Increase infinite; statistic cannot be calculated

B. Procedures for Implementing Individualized Educational Programs (IEPs)

As the IEP concept was given birth by PL 94-142, none of the sampled districts/cooperatives had provisions for IEP planning and review processes before 1975. Eight percent (8%) of the districts/cooperatives described similar individualized planning and review procedures. By the 1979-80 school year, 96% of the sampled districts/cooperatives had established IEP procedures in adherence with Federal and state regulations. These findings indicate important changes in 88% of the sampled districts/cooperatives. However, personnel in the 8% of the sample previously having a framework for individualized planning and review processes reported that EHA mandated procedures were much more stringent and facilitated greater accountability.

C. Provisions for Educating Students in the Least Restrictive Environment (LRE)

This section will detail changes evidenced in major aspects of facilitating LRE education for the handicapped. Districts/cooperatives progressed from an almost total lack of procedures to guarantee education of the handicapped in the least restrictive environment to having established guidelines for meeting state and Federal regulations.

1. Diagnostic services.

Changes in psychological, health, medical, and educational diagnostic and evaluation services were assessed as they related to facilitating LRE education. Table 3 depicts growth in these services. The average increase in educational, psychological, and medical diagnostic and evaluation services was 35%. Diagnostic and psychological testing has increased 119% as districts/cooperatives have implemented procedures for more appropriate psychological and other testing as per

TABLE 3

Growth in Diagnostic and Evaluation Services

	Before PL 94-142	After PL 94-142	Percent Change
School Psychological Services			
All diagnostic & psychological Testing	47%	99%	+111%*
Contracted	44%	45%	+02%
Non-Contracted	24%	52%	+117%*
Total	68%	97%	+43%*
Educational Diagnostic Services			
Contracted	7%	12%	+71%*
Non-Contracted	17%	39%	+113%*
Total	24%	51%	+113%*
Medical Diagnostic & Evaluation Services	17%	48%	+182%*

* Significant to the .05 level

PL 94-142 mandates. Many districts/cooperatives began to implement multi-disciplinary evaluation processes for each student evaluated. LEAs/cooperatives began to be aware of problems in implementing non-discriminatory testing procedures.

2. Alternate Instructional Arrangements, Roles, and Responsibilities. Use of self-contained settings increased only an average of 15% although numbers of students served increased 92%. Table 4 below depicts evidence of increased use of alternate settings, personnel, and services to build a continuum of services needed for LRE education. The 48% increase in districts/cooperatives with self-contained trainable mentally handicapped (TMH) units is the notable exception. Project staff found that this increase

TABLE 4

Evidences of Increases in Alternate Instructional Arrangements and Personnel

	Before PL 94-142	After PL 94-142	Percent Change
Self-contained EMH	63%	71%	+13%
Self-contained TMH	56%	83%	+48%
Residential Placement	52%	44%	-15%
Private Placement	25%	23%	-08%
Categorical Resource Room	32%	65%	+103%*
Non-categorical Resource Room	47%	71%	+51%*
Mainstreamed Classroom	49%	91%	+86%
Itinerant Teachers	27%	56%	+78%
Teacher Consultant	12%	32%	+167%
Hearing Impaired Consultant	28%	68%	+143%*
Visually Impaired Consultant	33%	56%	+73%*
Educational Diagnostician/ Diagnostic Prescriptive Teacher	24%	51%	+113%*
Paraprofessionals	04%	21%	+425%*
Adapted Vocational Programs	39%	57%	+46%*
Adult Education Programs for 16-21 year olds	12%	20%	+67%
Use of Regular Classrooms for 16-21 year olds	57%	77%	+35%*
Community Volunteers	03%	07%	+133%*
Contracted Services	15%	23%	+53%*

* Significant to the .05 level

resulted from increased numbers of TMH students being educated within the home district who were previously unserved or served in residential or private placements.

Noncategorical resource rooms were found in an additional 24% of the sampled districts/cooperatives. The percentage of mainstreamed classrooms increased 86%.

In addition, major increases were identified in interaction among interdisciplinary professionals as: (1) regular educators began to accept more responsibility for education of all children, including the handicapped, (2) additional related service personnel became involved with handicapped children via diagnostic and consultation efforts, (3) interagency agreements have been greatly expanded, (4) mandated IEPs have forced professional behavior changes including interdisciplinary planning and implementation efforts, and (5) interdisciplinary inservice efforts have begun. Teachers and support personnel reported increased meetings, consultation, and informal staff development efforts.

Such interactive efforts were attributed by district/cooperative personnel to facilitate improved services and evaluations. Increased interagency involvement described in Section G was also judged to be responsible for increased interdisciplinary interactions.

3. Specific Populations and Services. This section relates to populations and services specifically mandated in PL 94-142 as priority populations and services unique to most rural LEAs/cooperatives before implementation of PL 94-142.

a. Preschool Populations

The largest increase discerned in any rural LEA/cooperative service was preschool screening. The 394% change between pre- and post-PL 94-142 implementation (from 16% to 79%) is prominent and directly related to the fact that services for children aged 3 to school-age were first mandated by PL 94-142. As discussed in the Major Problems section, districts/cooperatives are concerned about their abilities in preschool screening and programming.

Needs for personnel, appropriate tests (especially for culturally different preschoolers), and programming were cited as problematic.

b. Severely Handicapped Populations

Before implementation of PL 94-142, many rural LEAs/cooperatives had few special services for severely handicapped students. A majority of the districts/cooperatives placed such students in residential and private schools and agencies. A majority of the severely handicapped students are now educated in their home district/cooperative. Additional interagency agreements, mainstreaming, and increased numbers and types of diagnostic and educational personnel have been credited for these achievements. Changes subsequent to implementation of PL 94-142 are depicted in Table 5.

c. Low-Incidence Populations

The difference in rural districts/cooperatives serving low incidence populations before and after implementation of PL 94-142 is 47%. This finding was based on an investigation of pre- and post-PL 94-142 services to low-incidence populations including hearing impaired, severely handicapped, visually impaired, multihandicapped, and physically/orthopedically handicapped populations. Improvements in numbers and types of populations served were attributed to enhanced diagnostics, interagency agreements, co-oping, and alternate instructional arrangements, such as the use of consultant and itinerant personnel.

TABLE 5

Changes in Services and Education of Severely Handicapped Students

	Before PL 94-142	After PL 94-142	Percent Change
Home District Services	23%	53%	+130%*
Services Provided Through Co-oping	24%	40%	+67%*
Contract for Services from Other Districts	32%	32%	+0%
Contract for Services from Other Agencies	31%	39%	+26%*
Residential Placements	52%	44%	-15%
Private Placements	25%	23%	-08%
Mainstreaming	12%	37%	+208%*
Diagnostic/Psychological Services	47%	99%	+111%*
Physical Therapy Services	04%	65%	+1,525%*
Occupational Therapy Services	09%	53%	+489%*
No Special Services	09%	01%	-89%

*Significant to the .05 level

d. Vocational Services for the Handicapped

Only 23% of the rural LEAs/co-ops sampled had vocational training for handicapped students previous to PL 94-142. By the 1979-80 school year, 64% of the 75 LEAs/co-ops had implemented some type of vocational education program. The change in the percentage maintaining vocational programs for all school-age handicapped students was 178%.

Less markedly, although still quite significant, improvements occurred in vocational programming for 16-21-year-old students even though the baseline percentage for this group was lower (13%). Before PL 94-142, only 13% of all districts/cooperatives surveyed

had special education vocational programs and only 39% had adapted regular education vocational programs. Over one-third (35%) of the LEAs/co-ops maintained no vocational services. After implementation of PL 94-142, a majority (57%) of all districts/co-ops had adapted their regular education vocational programs and 39% had made special educational vocational programs accessible to this population. Table 6, below, illustrates these findings.

Although districts/cooperatives reported progress in initiating vocational programs for the handicapped and making regular vocational programs accessible to the handicapped, one of the problems most commonly cited by LEA/cooperative personnel interviewed was a lack of appropriate vocational and career education programs for the handicapped. Interagency interactions had increased since the implementation of PL 94-142. For example, the percentage of districts/cooperatives having interagency agreements

TABLE 6

Vocational Programs for 16-21 Year Old Handicapped Students Before and After PL 94-142

	Before PL 94-142	After PL 94-142	Percent Change
Special Education Vocational Programs	13%	39%	+200%*
Adapted Regular Education Vocational Programs	39%	57%	+46%*
Sheltered Workshops	24%	35%	+46%*
No Vocational Services	35%	08%	-77%*

*Significant to the .05 level

with vocational rehabilitation agencies had increased from 7% to 17% by the 1979-80 school year. However, interviewees cited this as merely a good beginning point. This recognition of their tasks in vocational and career education for the handicapped specified by PL 94-142 was admirable. Funding was cited as their major inhibiting factor, as reported in the Major Problems section.

Other infrequent but initial thrusts had begun with CETA and other federal, state and regional programs.

e. 16-21-Year-Old Populations

Data regarding other services for rural handicapped adolescents and young adults parallel data indicated above regarding vocational services available to this age group. Table 7, below, indicates progress to date. Even though some

TABLE 7

Regular School Programs Provided for 16-21 Year Old Handicapped Students

	Before PL 94-142	After PL 94-142	Percent Change
Regular Classes	57%	77%	+35%*
Adult Education	12%	20%	+67%
Community Volunteers	03%	07%	+133%*
Contracted Services	15%	23%	+53%
None	27%	01%	-96%*

*Significant to the .05 level.

positive trends have been exhibited, such as 99% of the surveyed districts/cooperatives offering some type of service during 1979-80 as opposed to only 73% before implementation of PL 94-142, many problems remain.

A predominant concern of interviewees, as iterated in the Major Problems section, was that lack of appropriate vocational and career education programs in consonance with inadequate education programs in general for this age population contributed to high drop-out rates. Many educators and administrators related the problem to inadequacies in secondary programs for the handicapped, stating that the emphasis in most schools and by most parent advocates in the past has been at the elementary level. The feeling that most regular educators at the secondary level are primarily concerned with scheduling and content areas was felt to be a major hindrance in enacting appropriate vocational education programs for older handicapped students.

Many districts/cooperatives had made initial efforts with work-study, career education, and vocational rehabilitation programs. However, interviewees felt that significantly increased efforts should be made with interagency programs such as vocational rehabilitation and community agencies and services.

f. Related/Support Services

Related services, previously existent in less than 10% of all rural districts/cooperatives sampled, increased approximately 50% after implementation of PL 94-142. Table 8, below, illustrates dramatic differences between related support services

and personnel available before passage of PL 94-142 and during the 1979-80 school year. As LEAs/co-ops are beginning to understand their responsibilities for educating all children, more services are being offered by and in the home district/cooperative rather than by contract.

Eighty-four percent of the districts and cooperatives reported that the roles of related services personnel have changed dramatically as a result of PL 94-142. Specialists and support personnel are finding themselves involved in new responsibilities related to PL 94-142, as depicted below:

Several aspects of these data are encouraging. The fact that only slightly over one-third (36%) of the related and supportive services personnel reported that individualized educational planning was a "new" role for them and one-fifth (20%) reported diagnostics as a new responsibility is consonant with generally understood roles of specialists such as speech therapists and educational diagnosticians.

A particularly positive note was that related services personnel reported more interaction with other professionals. Interdisciplinary evaluations were particularly highly rated. Diagnostic teams reported that evaluations were at a higher professional level and of superior quality after implementation of PL 94-142 mandates, even though they had often felt that an inordinate amount of time and considerable expense were involved.

Most of the 18% increase in staff development roles was described as informal inservice. This paralleled the 20% increase reported in providing regular educator consultation and general classroom therapy. Although this increased amount of time working with regular teachers

TABLE 8

Changes in Related/Support Services Personnel

Type of Personnel	Contracted Before PL 94-142	Contracted After PL 94-142	Percent Change
Speech Therapist	17%	21%	+24%
School Psychologist	44%	45%	+02%
Physical Therapist	08%	60%	+650%*
Occupational Therapist	09%	50%	+456%*
Guidance Counselor	04%	05%	+25%
Hearing Consultant	15%	43%	+187%*
Visual Consultant	21%	40%	+91%*
Educational Diagnostician	07%	12%	+71%*
Itinerant Teachers	11%	03%	-73%*
Teacher Consultant	03%	09%	+200%*
Preschool Screening	--	--	--

Type of Personnel	Non Contracted Before PL 94-142	Non Contracted After PL 94-142	Percent Change
Speech Therapist	52%	72%	+39%*
School Psychologist	24%	52%	+117%*
Physical Therapist	03%	12%	+300%*
Occupational Therapist	04%	07%	+75%*
Guidance Counselor	55%	76%	+38%*
Hearing Consultant	13%	25%	+92%*
Visual Consultant	11%	16%	+45%
Educational Diagnostician	17%	39%	+129%*
Itinerant Teachers	16%	43%	+169%*
Teacher Consultant	09%	23%	+156%*
Preschool Screening	16%	79%	+394%*

	Total Percent Differences
Speech Therapist	+63%*
School Psychologist	+119%*
Physical Therapist	+950%*
Occupational Therapist	+531%*
Guidance Counselor	+63%*
Hearing Consultant	+279%*
Visual Consultant	+136%*
Educational Diagnostician	+200%*
Itinerant Teachers	+96%*
Teacher Consultant	+356%*
Preschool Screening	+394%*

* Significant to the .05 level

TABLE 9

Responsibilities Reported as New Roles for Related and Supportive Services Personnel

Activity	Percentage
Planning Individual Programs for Children	36%
Staff Development Roles	18%
Diagnostics	20%
Working with Regular Teachers and Providing Therapy in Regular Classrooms	20%
Working with Parents of the Handicapped	06%

and the 06% increase in working with parents of the handicapped is encouraging, it was obvious from discussions with regular class teachers and parents that much more intensified efforts are necessary in both of these areas.

The Federal Regulations for PL 94-142 also include transportation services and medical services for diagnostic or evaluation purposes as part of "related services." Problems in providing transportation are reported in Section I. Health services are reported in the following section.

g. Health Services

Before PL 94-142, approximately one-fifth of all rural LEAs and cooperatives in the sample had no health services available to handicapped students. Almost one-fifth (19%) had interagency agreements with public health agencies, one-third (29%) referred the handicapped to local physicians, and less than one-fifth (17%) had medical diagnostic and evaluative services available. Only

small percentages (5-11%) of the LEAs and co-ops had physical and occupational therapists.

After PL 94-142, all districts offered some medical services, including diagnostics; a majority (55%) referred students to local physicians and almost half (49% and 41%) offered physical and occupational therapy.

The dramatic changes in service delivery in this area are obvious in Table 10, below. The inception of using paraprofessionals to assist in health services has occurred and considerable growth should still occur in this and other areas.

TABLE 10

Changes in Health Services

Services	Before PL 94-142	After PL 94-142	Percentage Change
Medical Diagnostics	17%	48%	+182%*
Physical Therapist	11%	49%	+346%*
Referrals to Local Physicians	29%	55%	+909%*
Paraprofessionals	04%	21%	+425%*
Occupational Therapists	05%	41%	+720%*
Interagency Agreements with Public Health Agencies	19%	13%	-32%
No Services	19%	0%	-100%*

* Significant to the .05 level

D. Due Process Procedures.

As it was obvious that previous to PL 94-142, no "due process procedures" as written in the Federal Regulations existed, the NRP investigated more than merely differences in whether or not formal procedures had been established before and after passage of PL 94-142. As expected, all districts/cooperatives reported that no Due Process proceedings per se existed previous to implementation of the law, but that the following procedures had been established by the 1979-80 school year:

1. Procedures for parental permission for testing.

Districts/cooperatives had established testing permission guidelines consonant with Federal and state regulations. However, interviewees reported problems actually securing parental permission and support. Primary reasons given for such problems included: (a) needs for staff development regarding skills in working with parents of the handicapped, (b) staff feelings that parents should play a passive or "rubber stamp" role, (c) parental misunderstandings regarding testing and special education and Least Restrictive Environment mandates, (d) lack of parental interest, (e) problems locating parents in some communities such as those heavily endowed with extended families, and (f) needs for parental rights education.

Local level compliance with established procedures appeared to be somewhat of a problem. Data collected from parent responses to questions regarding their solicitation of their permission is being analyzed and will be reported in NRP Report Number 2.

2. Impartial Diagnostic and Evaluation Procedures

Almost all (99%) of the districts/cooperatives had obtained diagnostic services as compared to less than half (47%) before PL 94-142. In addition, districts/cooperatives were beginning to realize the importance in many instances of implementing multiple data sources for diagnosis and evaluation. The Problems section of this report reflects the serious concern of many districts/cooperatives of finding appropriate tests for various cultures. The Health Services subsection (C3g) reported significantly upgraded health diagnostic and evaluation services. Districts/cooperatives which had instituted multi-disciplinary diagnostic techniques reported them to be "far superior" to previous procedures involving single evaluators or diagnosticians.

3. IEP Planning and Review Procedures

In response to PL 94-142 mandates, the percentage of districts/cooperatives with established IEP planning and review procedures changed from 8% in 1975 to 96% in 1979-80. Provisions had been made in virtually all (96%) districts/co-ops for parental involvement in IEP meetings and permission for placement.

As iterated in the Problems section, although districts/cooperatives were encouraged by having processes established, a predominant educational staff concern was seeking identifying ways to facilitate true parent involvement in decision-making rather than merely parental permission/attendance. Problems mentioned in the narrative regarding parental permission for testing were reported. Additional concerns were parental fears of school personnel and parental feelings that education was the "school's business," which

inhibited parental involvement. Data collected from parents will be reported in NRP Report Number 2 addressing this subject.

4. Impartial Hearing Procedures

All districts/cooperatives with IEP procedures (96%) had also instituted procedures for impartial hearings, and impartial hearing officers had been appointed. The percentage of rural LEAs/cooperatives experiencing hearings by the end of the 1979-80 academic year is being gathered and will be reported in NRP Report Number 2.

5. Availability of Services Delineated in IEP Planning Meetings

The tables in Section IV-A illustrate the marked increase in ages and types of handicaps identified and served by rural districts/cooperatives after implementation of PL 94-142. Particularly dramatic increases occurred in services to preschool and 16-21 age groups and populations of learning disabled, emotionally disturbed, hearing impaired, and severely physically and multihandicapped students.

In addition, the following table indicates initiation of services in areas previously without services. The table also depicts significant increases in the percentage of districts/cooperatives offering services to specific ages and populations which had previously been particularly low service delivery priorities. In spite of these improvements, LEAs/co-ops expressed numerous concerns regarding the quality of service offered because of problems including funding inadequacies,

TABLE 11

Changes in Availability of Services

	Before PL 94-142	After PL 94-142	Percent Change
No services for any handicapped students	05%	0%	-100*%
No services for severely handicapped students	09%	01%	-88%*
No services for 16-21 year old handicapped students	27%	01%	-96%*
No health services	19%	0%	-100%*
Services for 3-4 year olds	07%	63%	+743%*
Services for 19-20 year olds	36%	72%	+100%*
Services for 21 year olds			
Services for multi-handicapped	0%	47%	**
Services for physically handicapped	07%	47%	+57[illegible]*
Services for visually handicapped	17%	57%	+235%*
Services for emotionally disturbed	09%	52%	+478%*
Services for hearing impaired	25%	60%	+140%*
Services for learning disabled	27%	79%	+193%*

* Significant at the .05 level

** Increase infinite; statistic cannot be calculated

staff retention and recruitment concerns, staff development needs, and others enumerated in the Major Problems section.

Another common concern was that IEPs were sometimes designed on the basis of services available rather than established child needs because of some of the problems mentioned above. Data regarding this concern are being collected and will be reported in NRP Report Number 2.

6. Annual IEP Review Procedures and Student Re-Evaluations

All of the sampled districts/cooperatives (96%) reported that procedures for reviewing IEPs annually (or more frequently as needed) for re-evaluations had been established. Many LEA/cooperative personnel reported that although teachers were unhappy about additional "paperwork," IEP reviews were generally useful and IEP changes were often made as a result of review meetings. A predominant concern of districts/cooperatives was that many parents who attended initial IEP development meetings were unable to attend follow-up meetings, stating occupational reasons as a problem. Data regarding these variables and concerns will be reported in depth in Report Number 2. The subsequent report will also address teacher and administrator-reported staff development needs regarding due process procedures in depth.

E. Parent Involvement Procedures

Almost all (96%) of the sampled rural LEAs/cooperatives had established procedures for parent involvement in IEP planning sessions and for securing parental permission for testing and placement. As only 27% of the districts/cooperatives had requirements for parental permission before passage of PL 94-142, the percentage of change was significant--255%. The percentage of change in establishing parental involvement in indirect educational program planning was also significant--300%. Numerous parent organizations have been initiated subsequent to passage of PL 94-142 as reflected by the growth from only 9% of the districts/cooperatives prior to PL 94-142 having such organizations to over half (52%) by the 1979-80 academic year. One of the most meaningful and noticeable changes has occurred in that prior to the Education of All Handicapped Children's Act, almost half (49%) of all the LEAs/cooperatives sampled had no parental involvement in their special education programs. In spite of the concerns listed below, all LEAs/cooperatives had initiated some type of parental involvement by the 1979-80 school year. Table 12 summarizes these areas of increased parent involvement.

Concerns exhibited during this relatively rapid change and development period include:

1. Lack of parent education was attributed as responsible for negative feelings about special education, feelings of inferiority concerning potential placements and placement decisions, and lack of knowledge concerning parent and student rights, including due process procedures.

2. Many educational personnel were concerned that even when they were able to secure parent attendance, optimum parental input and

involvement did not occur. The need for staff development regarding working with parents of the handicapped was expressed. Many LEA/cooperative staff felt that educators frequently intimidated parents.

3. Another area of concern was lack of parental interest. Many educators felt that this resulted from (a) fear or mistrust of schools, (b) attitudes that parental and school responsibilities should be separate, or (c) socioeconomic status in the home inhibiting energies available for working with the school.

F. Organizational Structures

PL 94-142 regulations specify that any LEA unable to qualify for a $7500 allocation (based on the number of handicapped children served) will receive no pass-through funds. As this guideline facilitates consortia to provide special services, the NRP study noted various organizational structures existent.

Forty-three cooperatives and thirty-two local districts were involved in the study. Educational structures varied from new to well-established cooperatives as many states have been involved with the cooperative concept for decades, although consortia were usually not organized around special education issues. (For example, the supervisory union concept in the northeast and BOCES in the west.) Additionally, some cooperatives were established to meet global educational needs vis-a-vis rural school needs.

Study findings indicated that child find efforts and the average increase of 92% in identification of handicapped students caused

Table 12

Changes in Parent Involvement Procedures and Programs

	Before PL 94-142	After PL 94-142	Percent Change
Parent Involvement in Individualized Educational Planning for their child	21%	85%	+305%*
Procedures Established for Parental Permission for Testing & Placement	27%	96%	+256%*
Parent Organizations Established	09%	52%	+478%*
Parent Volunteer Programs Organized	12%	27%	+125%*
No Parent Involvement of any Type	49%	0%	-100%*

* Significant at the .05 level

administrators who expected to be required to co-op to have an option of functioning as a single district or part of a cooperative. Many districts which were not required to form consortia by regulation chose to do so in order to better serve identified children. Some districts shared as few as one educator or specialist (e.g., an itinerant speech therapist). Some districts were identified who desired to form consortia but whose adjacent district or districts were not interested in doing so and were not required under PL 94-142 guidelines to do so. The consortia themselves were as varied as the geographic terrain and climatic conditions in which they existed. For example, consortia located in isolated ranching country or on islands where only 1-10 children may be enrolled in a local one-room schoolhouse require unique district and cooperative organizational structures. Some districts consisted of only one teacher and a part-time, multi-district superintendent.

Accountability also followed a myriad of patterns as organizational charts varied from totally centralized to a rancher hiring a teacher and housing her in a trailer on his one-million acre ranch. A majority of the LEAs consisted of a superintendent, a part- or full-time principal (sometimes also serving as a teacher), several regular educators, and one or more generic special educators/specialists serving as teachers of self-contained units or as a resource to one or more districts, spread over as many as 24,000 square miles. Because most rural districts did not have a full-time special education director, most special education personnel were organizationally accountable to the principal.

Interagency agreements made by cooperatives had increased from 7% of the cooperatives having such agreements before PL 94-142 to almost one-third (29%) by the 1979-80 academic year. Many cooperatives received services from neighboring local districts as well as from social service and private placement agencies.

Cooperatives were felt to be cost-effective in terms of using scarce resources efficiently. The following concerns were mentioned by staff of the cooperatives and of participating districts.

1. Goal displacement is a potential in that emphasis on cost efficiency can become the overriding goal of an administrative structure and individual child needs can take a lower priority level. A caveat seems to be necessary in maintaining foci on the true purposes of the cooperative.

2. Adequate consideration must be given to establishing effective relationships between the cooperative and each district in regular as well as special education matters. This includes lines of accountability of all personnel hired by the cooperative to work with some or

all districts involved. For example, it was felt wise to discuss guidelines for dividing service time for cooperative personnel among various duties and districts at an early stage. Some cooperatives found it effective to allocate district costs for the cooperative staff on the basis of the amount of time in service delivery in that particular district, and other districts preferred that staff be paid on an equally split basis, no matter where services were delivered.

3. Many cooperative personnel were concerned with the abilities of shared personnel to cover vast distances effectively, such as extremes of 24,000 square miles and entire islands. Many special education supervisory staff hired by the cooperative were unable to effect special education staff working with their districts. They either had no hiring input or no control over staff actions, as many special education personnel were deemed to be accountable to the building principal once they entered his/her building.

4. Many staff hired by the cooperative were concerned that district personnel were abrogating their responsibilities toward the handicapped by allocating all responsibility for handicapped students to the cooperative. They felt a need for better education and commitment of district personnel in understanding their roles in complying with PL 94-142.

G. Interagency Agreements

Almost all (97%) of the LEAs/cooperatives sampled had developed interagency agreements to facilitate a free, appropriate public education for rural handicapped students by the 1979-80 school year. These agreements were with agencies that varied from mental health, public health, and law enforcement agencies to universities and private foun-

dations. Previously unavailable services such as physical and occupational therapy have been made available in many rural districts/ cooperatives at no cost to families.

Table 13 illustrates the types of interagency involvement before and after implementation of PL 94-142. Such agreements are particularly essential in providing related and support services in sparsely populated areas with scarce professional resources. This is especially true in providing for students with low incidence handicaps. Increased interagency agreements were reported to be partially responsible for the average increase of 92% in the number of students identified and served.

TABLE 13

Types of Interagency Involvement Before and After Implementation of PL 94-142

	Before PL 94-142	After PL 94-142	Percent Change
Mental Health and Comprehensive Care Agencies	25%	48%	+92%*
Vocational Rehabilitation Agencies	07%	17%	+143%*
Residential Placement Agencies	09%	11%	+22%
Social Service Agencies	21%	25%	+19%
Law Enforcement Agencies	07%	09%	+29%
Public Health and Professional Medical Agencies	19%	13%	-32%
Family and Child Service Agencies	08%	13%	+63%
Cooperatives	07%	29%	+314%*
Head Start Agencies	03%	04%	33%
Universities	0%	05%	**
Private Foundations	0%	05%	**
Other: Easter Seals, CETA, Sheltered Workshops	01%	11%	+1000%*
No Interagency Agreements	31%	03%	-90%*

* Significant to the .05 level

** Increase infinite; statistic cannot be calculated

Anecdotal information verified the following problems obvious from perusal of Table 13: (a) interagency agreements possible in suburban and urban districts are infeasible in remote areas far from certain types of agencies and programs; (b) potential agreements have not been fully explored with entities such as preservice programs, law enforcement agencies, and private foundations. Many LEA/co-op personnel expressed reservations about their grant writing skills and concerns about requesting assistance from social agencies and university personnel.

H. Staff Development Processes

Although progress has been made in staff development processes after implementation of PL 94-142, this area was noted as a concern area for 48% of all respondents. The change in the percentage of LEAs/cooperatives providing inservice for regular educators regarding working with handicapped students before PL 94-142 (23%) and after PL 94-142 (71%) is 209%. This indicates that the mandates of the Education of all Handicapped Children Act have elicited responses from districts/cooperatives.

Roles of support personnel have begun to include formal and informal staff development as a responsibility. Eighteen percent of all related service personnel now view staff development as a "new role" and part of their responsibility as a professional involved with education of the handicapped. Attempts to improve staff development processes were being addressed at least somewhat as improvements in staff development were listed. For example, 40% more LEAs/cooperatives

are now conducting needs assessments before planning inservice activities and 37% more districts/cooperatives are involving teachers in planning. Forty-one percent (41%) of the districts/cooperatives are now holding inservice during school hours and 32% of the LEAs/cooperatives are now offering credit as an incentive. Other responses elucidating factors which increased the accountability of inservice to LEAs/cooperatives' needs were participatory learning activities, motivations created by mandates and knowledge of changed roles and responsibilities, and support and attendance of the district/cooperative administration.

However, as 48% of all interviewees assessed the need for staff development as one of their most prominent problems, NRP interviewers attempted to delineate reasons for staff development inadequacies. It was determined that only 57% of the sampled districts/cooperatives saw inservice as potentially improving service delivery. Perhaps equally disturbing, 39% of the respondents "did not know." This was judged to be directly related to inadequate inservice evaluation. Twenty-three percent (23%) of the sampled districts/cooperatives evaluated inservice activities only informally, eight percent (08%) by a formal questionnaire, one percent (01%) by assessing pupil progress, and a prominent sixty-eight percent (68%) "did not know," indicating an inconsequential evaluation plan.

Respondents were also quite lucid in describing inadequate training for administrators and related this to many of the problems they were experiencing in implementing due process and other procedures.

In general, staff development appeared to be haphazard with a majority of the respondents unaware of any strategy to facilitate continuous learning, processing, and modification. Less than half of the

sampled districts/cooperatives (40%) had needs assessments to provide planning data for inservice, only 37% involved teachers in planning inservice sessions for teachers, and only one-fourth (25%) had follow-up sessions, peer processing activities, or other continuity planned between inservice sessions.

Tables 14-20, below, illustrate positive changes and needs for improvement before and after implementation of PL 94-142 as noted in this section.

A more in-depth reporting from additional data being gathered will be issued in Report Number 2. The majority of data analyzed to date stresses needs for staff development for instructional leadership at the administrative level, stress reduction at all levels, individualized instruction, alternate service delivery arrangements for rural LEAs/cooperatives, and implementation of major provisions of PL 94-142, including Least Restrictive Environment and due process requirements.

TABLE 14

Staff Development Processes Before and After Implementation of PL 94-142

	Before PL 94-142	After PL 94-142	Percent Change
Provision of Inservice for Regular Educators Working with Handicapped Students	23%	71%	+209%*
Needs Assessment to Plan Inservice	15%	40%	+167%*
Teacher Involvement in Planning	08%	37%	+363%*
Teachers Paid to Attend	11%	24%	+118%*
Inservice During School Hours	07%	41%	+486%
Inservice "One Shot"	08%	37%	+363%*
Inservice with Continuity Between Sessions	09%	25%	+177%*

* Significant at the .05 level

TABLE 15

Changes in Target Populations of Inservice Activities

	Before PL 94-142	After PL 94-142	Percent Change
All Staff	24%	64%	+167%*
Regular and Special Teachers Combined	06%	17%	+183%*
Regular Teachers and Administrators Combined	---	04%	**
Administrators	---	01%	**
Regular Teachers	---	05%	**

* Significant at the .05 level

** Increase infinite; statistic cannot be calculated

TABLE 16

Changes in Locations of Inservice Activities

	Before PL 94-142	After PL 94-142	Percent Change
In District	84%	85%	01%
Out of District	16%	15%	-06%
Combination	---	04%	---

TABLE 17

Changes in Presentors for Inservice Activities

	Before PL 94-142	After PL 94-142	Percent Change
Intra-District/Co-op Personnel	22%	15%	-32%
Extra-District/Co-op Personnel	49%	58%	+18%
Combination	09%	27%	+200%*

* Significant at the .05 level

TABLE 18

Incentive for Inservice Activities

	Before PL 94-142	After PL 94-142	Percent Change
Credit	12%	32%	+167%*
Tuition Payment	08%	09%	+13%
Required Attendance	08%	06%	-25%
Status	00%	02%	**
Release Time	02%	04%	+100%*
None	53%	38%	-349%*

* Significant at the .05 level
** Increase infinite; statistic cannot be calculated

TABLE 19

Follow-up Activities to Facilitate Continuity of Staff Development

	Before PL 94-142	After PL 94-142	Percent Change
Informal	08%	11%	+38%
Post-Test	0%	04%	**
Formal Peer Processing	0%	0%	
Structured Continuous Inservice Sessions	0%	0%	
None	72%	81%	+11%
Unknown	20%	04%	-80%

* Significant at the .05 level
** Increase infinite; statistic cannot be calculated

TABLE 20

Evaluations of Inservice Activities

	Before PL 94-142	After PL 94-142	Percent Change
Informal	06%	17%	+183%*
Pre- and Post-Test	06%	---	---
Post-Test	0%	13%	**
Commentary Questionnaire (e.g., Likert Type-- "Did you like...")	0%	23%	**
None	88%	55%	-38%*

* Significant at the .05 level
** Increase infinite; statistic cannot be calculated

I. Major Problems in Implementing PL 94-142 in Rural School Districts/ Cooperatives

Although this report outlines considerable progress in the 75 rural districts/cooperatives sampled, numerous problems were identified which inhibited implementing the intent of PL 94-142, vis-a-vis merely procedural requirements.

Table 21, below, depicts major problems identified by the sampled LEAs/cooperatives in implementing the Education of All Handicapped Children's Act (EHA) in rural schools.

TABLE 21

Major Problems Identified by Rural LEAs/Cooperatoves in Implementing PL 94-142

Problem	Percent
Difficulty Recruiting Qualified Staff	64%
Difficulty Retaining Qualified Staff	48%
Resistance to Change	45%
Need for Staff Development	48%
Long Distances Between Schools and Services	40%
Cultural Differences	24%
Icy, Muddy, or Marginal Roads	33%
Transportation Inadequacies	33%
Funding Inadequacies	56%
Problems Providing Support Services	39%
Problems of Geographic Terrain (mountains, etc.)	27%
Negative Attitudes of Regular Classroom Teachers and Administrators Toward Mainstreaming	43%
Other	62%

The following narrative will describe each problem area, relating questionnaire and anecdotal information. Comparisons between the findings of this study and the 1978-79 NRP study involving 19 State Education Agencies and 10 LEAs will also be made.

1. Difficulties Recruiting and Retaining Qualified Staff

The areas reported to be most problematic for rural districts/cooperatives were recruiting and retaining qualified staff. Sixty-four percent of all respondents reported these factors as major difficulties. Retention and recruitment of qualified staff had also been identified as the most difficult aspect of implementation of the EHA by State Education Agency personnel in the 21 states involved in the 1973-79 study.

Interviewees expressed serious doubts that these problems could be solved without modification of current state ratio requirements and certification regulations. Federal regulations regarding the use of paraprofessionals as therapists and teachers were also identified as problematic. Federal policies on the use of paraprofessionals appeared to be extremely unpopular as LEA/cooperative personnel felt that particularly in remote areas, such policies were not viable. Respondents stated that due to difficulties in hiring staff and because itinerant personnel frequently covered vast distances (up to 24,000 square miles) it was impossible to have on-site certified specialists at all times, given their current budget limitations and federal flow-through money limitations anticipated for the next year. Respondents desired the flexibility of training paraprofessionals, community volunteers such as retired and unemployed certified teachers, etc. to be supervised at least at regular intervals by certified professionals.

It was reported that social isolation, extreme weather conditions, inadequate housing and low salaries created conditions making it most difficult to employ special education staff in many rural schools. In fact, many positions had remained unfilled for months and sometimes years.

Interviewees reported that rural districts/cooperatives were compelled to hire many young and inexperienced special education staff. Social and cultural isolation were cited as factors encouraging many special educators and specialists to leave rural schools as soon as openings occurred in more urban settings. Some State Education Agency personnel interviewed during the 1978-79 study had estimated an annual turn-over of 30-50%, with almost complete turn-over every three years in special education and support staff in rural areas. LEA/cooperative interviewees reiterated that attrition rates such as these have had serious ramifications for personnel development and stability.

Factors such as these combined with stresses of implementing new roles and responsibilities, problems of working with parents, increased staff time and paper-work requirements, and other problems such as lack of news media or modified curriculum. These variables were reported as contributing to morale problems and a reportedly acute level of teacher "burn-out."

2. Funding Inadequacies

This study identifying problems in 17 states verifies Blaschke's (1979) study of three states indicating that rural districts/cooperatives were compelled to implement PL 94-142 with inadequate resources. Fifty-six percent of all respondents reported funding levels to be a major problem in implementing the EHA. The following reasons were determined to account for the discrepancy between the majority of LEAs/cooperatives reporting funding inadequacies as a major problem and only occasional anecdotal responses of State Education Agency personnel in the 1978-79 study regarding funding as a major concern.

a. State Education Agency personnel are not typically involved in daily operation and decisions about funding of local rural special education programs.

b. State Education Agency personnel anticipated a greater increase of federal funding to be available during the 1979-80 school year, the period of time during which they were interviewed.

c. Many State Education Agency personnel felt that local school administrators were either not aware of or not using more cost-efficient methods of implementing PL 94-142, such as additional use of itinerant staff, cooperatives, and community volunteers and paraprofessionals.

Specific areas of funding inadequacies highlighted by the interviews include:

a. Support staff, particularly personnel to serve low incidence and severely handicapped populations

b. Transportation

c. Facilities renovation

d. Private or residential school placements

e. Programs for preschool, 16-21-year-olds, and severely handicapped populations

f. Diagnostics

g. Vocational/career education programs for handicapped students, especially for 16-21 year-old populations.

It was obvious that administrators also needed improved grant writing skills to compete for the limited amount of funds that are available for rural schools. An exploratory study by the Rand Corporation in six states (Bass & Berman, 1979) concluded that even in states with small school or sparsity factors in their formula funding patterns, rural schools attained less than their fair share of dollars. Consequently, fewer books, instructional equipment, and other materials

could be purchased in rural areas.

Addressing the socioeconomic milieu of rural districts/cooperatives, it was discerned that low tax bases and high levels of poverty impacted special education services. In the 1978-79 NRP Study, 55% of the SEA personnel reported that low tax bases had impacted rural LEA/cooperative abilities to deliver full services. Inadequacies in state tax laws, school finances, and distribution of funds were distinctive factors. This highlighted the problem that high poverty ratios in rural areas also negatively affected service delivery. One person in four is poor in rural America as compared to one in eight in urban areas and one in 15 in suburban areas. (Yerger & Yerger, 1979).

LEAs/cooperatives reported cases of older handicapped children remaining at home to assist the family in maintaining a subsistence level. District/cooperative personnel stated that this problem could be reduced through better coordination of human service agencies and better vocational programs providing some incentive (e.g., distributive education).

3. Resistance to Change

Forty-five percent of the sampled LEAs/cooperatives reported resistance to change as a major problem in implementing the EHA. In the 1978-79 NRP study, 88% of all State Education Agency personnel had identified resistance to change as a major problem, and 72% of all respondents had reported suspicion of outside interference as a major problem. Despite the absolute difference in these two figures (second and third highest, respectively), both LEA/cooperative and SEA personnel identified this factor as a major problem area.

Data gathered in the 1978-79 study, comprehensive literature reviews, and this study indicated that generally residents of rural areas value tradition. SEA and LEA/cooperative personnel reported a general suspicion of "innovations" and a reluctance to change practices without clear demonstrations that a change would, in fact, be better than what existed.

Rural schools, particularly in isolated or remote areas, are generally in a monopoly status. Additionally, small communities have frequently been unaware that school quality could be improved and also unknowledgeable of parent and student rights. Role modeling in areas tending toward low levels of educational attainment such as farming or mining communities have facilitated the feeling that traditional school operation or quality was "good enough for me/my parents, so why change?"

This "Management-by-Tradition" approach has had serious ramifications for potential special education delivery system alterations. For example, as evidenced by Table 5, severely handicapped students in rural areas have previously been served in out-of-district programs. Attempts to serve these students in local schools were frequently met with responses that they could not be served as well in the local district. Interviewees stated that this reflected feelings of inadequacy of school staff previously told that they could not effectively serve such children.

Inbreeding, endemic to small, personable communities in which it has been common to hire relatives, friends and others who share the cultural perspectives of the community, also facilitated traditional programs and operations for handicapped students. Data indicated that the preponderance of rural communities lacked role models of effectively

functioning/self-sufficient handicapped individuals. The professional and social isolation of many remote districts was a contributing factor to limited perspectives of many rural educational faculty and inhibited optimal standard setting, needs assessment, and goal planning processes.

The total gamut of school board members, school administrators, educational staff, and parents were reported to exhibit resistance to change. As traditional decision-making, values, and operations were perceived as having been established in the best interest of handicapped students, efforts to alter these processes were frequently met with a great deal of resistance.

Many rural areas are proud of their traditions and perceive mandated changes such as PL 94-142 as threats to their ability to control their own destiny. For example, in the northeast, people reportedly have long exhibited pride in self-sufficiency. In the west, strong feelings of resentment toward federal bureaucracy prevail. In fact, it was easily ascertained that western states are becoming increasingly upset over federal ownership of large amounts of their land and strict regulations concerning land use. These hostilities were sometimes transferred to hostilities toward other federal regulations, including those of the EHA. In some areas of the northeast and southwest, state and local education agencies refused flow-through funds in order to avoid federal monitoring or rather than adjust their programs to meet the requirements of PL 94-142 and Section 504 of the 1975 Amendments to the 1973 Vocational Rehabilitation Act.

In fact, it was reported that suspicions of outside interference were sometimes more strongly held by school officials and board members than general rural citizenry. The fact that externally man-

dated changes in the EHA and Section 504 should include more active participation by parents and community groups in the development of educational services for handicapped children was frequently overlooked. In addition, in 1978-79, some SEAs had reported difficulties in appropriately increasing their monitoring roles as per PL 94-142 because of suspicions regarding external mandates.

Encouraging factors were determined by this study with regard to resistance to change in rural areas. In spite of the challenges of inducing changes in rural areas, remarkable progress has been made in initiating a continuum of services for handicapped students. As is illustrated in this report, Morrissey's (1978) BEH Division of Innovation and Development study indicating that rural districts typically incorporated a single-thrust delivery approach such as self-contained classes is no longer true. Secondly, problems equated with resistance to change in rural areas presently are very similar to many of the problems experienced in suburban and urban areas as they attempt to fully implement the EHA. For example, it was repeatedly stated that the most powerful motivator for implementation of a continuum of services for handicapped children was the mandates of PL 94-142.

Implementing PL 94-142 in rural secondary schools remains an area of great concern. Administrators repeatedly iterated that the secondary emphasis on content and scheduling, coupled with the fact that curriculum has not been modified for most secondary subjects to address the needs of handicapped students, contributed to negative attitudes at the secondary level. Interviewees also described a lack of program continuity from elementary to secondary grades and difficulties in scheduling secondary teachers' involve-

ment in IEP planning meetings. These findings were typical of problems being experienced across the country. Inadequate administrative training is also a common finding across the nation. The attendant factor of inappropriate dependence upon specialists and staff of special education cooperatives as opposed to true involvement and enhanced commitment to special education programs is also not atypical for other size school districts.

4. Need for Staff Development

Need for staff development was reported by nearly half of all respondents (48%) as a severe problem area. This was the third highest ranked area of need. Interviewees related this as described above to resistance to change and also to difficulties in retaining qualified staff. Respondents stated that given above described variables including increased responsibilities and roles, inadequate funding for additional staff, and the phenomenon of teacher burn-out, personnel development--difficult enough in rural areas given a stable personnel force--seldom reached beyond basic orientation to district and state philosophies. Constant turn-over was reported to render staff development virtually impossible. Likewise, respondents related that implementing long-range plans for staff improvement was particularly difficult. High attrition was reported to necessitate re-initiation of personnel development each year or every two years. In addition, professional isolation limited access to formal staff development and technical assistance programs as well as informal professional sharing.

The following specific needs were clearly identified:

a. Teachers needed frequent informal and formal consultation although it was noted in a previous section that the percentage of districts employing teacher consultants and other specialists had dramatically increased since before the implementation of the EHA.

However, the need was expressed for additional consultation and therapy taking place in the regular classroom for teacher learning and carry-over behavior.

b. Systemically planned staff development needs to occur with an emphasis on continuity. This should include inservice training based on needs assessment and collaborative planning of those to be impacted by staff development programs. Formal and informal debriefing, processing, and follow-through needs to occur in between individual inservice activities. Cadre approaches for implementation of an effective "ripple" effect should be explored in more rural areas.

c. Staff development activities should facilitate attitude change and content in skill enhancement.

d. Well-designed evaluations should occur regarding total staff development programs. Evaluation designs should be based on clearly defined objectives. Evaluations should be useful for formative modification of staff development processes.

5. Long Distances Between Schools and Services

Forty percent (40%) of the sampled LEA/cooperative personnel reported this item to be a major problem. Eighty-three percent (83%) of the SEA personnel interviewed as part of the 1978-79 study had rated this item as a serious problem. It was the fourth largest concern of SEA personnel and the sixth largest concern of LEA/cooperative personnel. Problems caused by long distances between schools and services were compounded

within schools with insufficient numbers of handicapped students to financially justify employing full-time special education staff or consultants. Service delivery frequently involved either long bus rides for handicapped students or an unusual amount of traveling time by itinerant specialists. The first alternative concerned educational staff because of implications for the Least Restrictive Environment requirement of PL 94-142. The second alternative raised questions in many instances concerning the appropriateness of sporadically delivered services. A few LEAs/cooperatives were fortunate enough to have access to district airplanes and/or community volunteers with pilot training.

Some rural schools had utilized paraprofessionals to implement programs developed and supervised by certified staff. Serious concern was raised in many instances about the adequacy of such services because of the level of paraprofessional training and the lack of meaningful regular supervision. Also, in many instances salaries of paraprofessionals were not sufficient to attract persons well suited to make ideal commitments to handicapped students. Schools serving remote areas such as ranching communities were frequently concerned with a lack of "sense of community" in such areas. Other concerns were inadequate numbers of potential volunteers in such sparsely populated areas, and increasing concerns over the rise in fuel costs.

6. Transportation Inadequacies

Thirty-three percent (33%) of all respondents rated transportation inadequacies as one of their most severe problems. Marginal roads had been rated by 44% of all SEA personnel involved in the 1978-79 study as serious problems. The 1978-79 study had also indicated that air transportation was required in 22% of the surveyed LEAs/cooperatives.

The necessity of using water and air transportation modes for special education service delivery had been rated as problematic by 28% of the SEA survey population in 1978-79. In most instances, alternate transportation was utilized to transport students to centers for assessment and evaluation procedures. 1979-80 LEA/cooperative personnel stated increasing concerns over fuel costs related to transporting handicapped children to services.

7. Icy, Muddy, or Marginal Roads

One-third (33%) of the survey population cited marginal, icy, or muddy roads as problematic. Forty-four percent of all SEA personnel had rated marginal roads as inhibiting full service delivery to the handicapped and 61% had reported that mountainous areas negatively affected full service delivery.

In many instances, road conditions directly affected itinerant staff more than handicapped children as poor road conditions added to the time required to move from one assignment to another. Consequently, units of actual service cost more under such conditions than in areas where roads were not obstreperous.

As with marginal roads, LEA/cooperative personnel reported that mountainous, icy, and muddy roads contributed to higher costs per unit of service. In addition, they were directly responsible in many instances for disrupting continuity of services and contributing to long delays in delivery of assessment and evaluation procedures.

Problems ranged from mountain slides blocking roads for two months and adding 300 miles onto the distance required to obtain special education services to desert and flood conditions. It was reported that such conditions negatively impacted total educational systems in these areas.

However, special education services were more severely affected, especially when services were provided out-of-district or on an itinerant basis.

8. Cultural Differences

Cultural differences were reported as less problematic by LEA/cooperative personnel (24%, or the tenth highest rated item) than they had been in 1978-79 by SEA personnel (66%), the fifth highest reported item. In a related item, 44% of all SEAs have reported that language differences among populations of subcultures hindered implementation of PL 94-142. LEA/cooperative personnel reiterated concerns of SEA personnel that language differences were problematic in three areas: (a) lack of available assessment personnel able to speak the appropriate language and relate to the student's culture; (b) difficulties in identifying nondiscriminatory tests; and (c) the quality of interaction between the school and the parents of handicapped students was impacted.

Degrees of difficulty in responding to cultural differences varied considerably. One program in the northwest, for example, had several pockets of a population subculture which tended to be a communally organized system, and decisions were made on a community basis. In such communities it was often necessary for educational personnel to deal with a large portion of the entire community in order to explain and implement appropriate special education programs. As the population did not use electronic equipment, educational programs were unable to use "typical" audiovisual instructional equipment.

Another mitigating factor involved with cultural differences was the fact that many cultures did not place the same value on education

as the majority population did. Consequently, it was much more difficult for school districts to identify and plan for children in such cultures. Problems also were identified in securing parental permission for testing and placement.

Economic class differences were regarded by some LEA/SEA personnel as rural subcultures because of differing values placed on educating handicapped students from those of the majority community. Many LEA/cooperative personnel reported problems working with parents of handicapped children in marginal economic statuses who by necessity had more immediate subsistence concerns than the education of their children. Additionally, it was reported that many handicapped children were able to perform acceptable and productive roles in their subculture without the benefit of special education programs. Hence they were not perceived as "handicapped" by their culture. However, as they were mainstreamed into the larger society, they often faced seemingly insurmountable barriers.

Interviewees reported considerable difficulty in hiring staff who possessed languages of culturally different populations and were sensitive to the needs and nature of their subculture.

9. Problems Providing Support Services

Thirty-nine percent (39%) of all LEAs/cooperatives reported problems providing support services. Staff recruitment and retention problems were directly related to these difficulties. As reported above, LEAs/cooperatives repeatedly asked for policy interpretation flexibility without compromising compliance with federal statutes. Their main concern was providing speech, occupational, and physical therapy via well-trained aides without constant supervision by thera-

pists and teachers because of limited support personnel available and extremely large territories for itinerant personnel to cover.

Results of support service personnel shortages included: (1) long delays in securing diagnostics and evaluations, (2) long delays between occurrence of diagnostics and placements, (3) design of IEPs based on services or facilities available rather than necessarily based on child needs, (4) occasional inappropriate mainstreaming of some students due to lack of support personnel and adequate funds, (5) lack of referrals in cases when regular teachers felt that processing time lags and burdens would not necessarily pay off because child needs could not be met within the present abilities of the system, and (6) particular problems in educating preschool, older, and severely handicapped students in the Least Restrictive Environment.

10. Involving Parents of Exceptional Students

Data gathering is being completed regarding this subject. However, it was obvious from anecdotes of LEA/cooperative and State Education Agency personnel as well as interviews with parents that appropriately involving parents of exceptional students has been a critical problem area. Most rural areas do not have local chapters of such organizations as Association for Retarded Citizens (ARC), Association for Children with Learning Disabilities (ACLD), etc. Although most rural schools have provided for parental participation to meet the requirements of PL 94-142, LEA/cooperative and State Education Agency personnel commonly pointed out that parental involvement in rural areas lacks meaningful advocacy aspects to meet the true intent of the EHA.

Many interviewees reported concerns that although they fully understood the need for true parent involvement so that student

learning would be optimized by school-home cooperation, there were significant problems in securing permission for testing and placement of handicapped students. A real need exists for staff development regarding skills in working with parents of the handicapped.

However, interviewees were concerned that an inhibiting factor existed in that some staff felt that parents should passively approve school decisions. This was voiced by regular and special educators. Regular educators typically felt that they had too many students to enlarge their responsibilities even further in working with parents. Specialists and special educators voiced concerns that they were the experts in their field, adding,"if I were sick I would go to a doctor for advice."

Considerable misunderstanding exists on the part of rural parents regarding special education, least restrictive environment mandates, and testing. Typical rural school parent perceptions have been that school personnel are the experts and know what is best for students. Thus they have tended to consider schools as ultimate authorities. Many have seen "parent involvement" as attendance at IEP development meetings. Many parents have also been told by schools in the past that they should be grateful for any services provided for their children, whether appropriate or not. Coupled with reported trepidation of parents toward schools as authorities and even occasional confusion of school personnel with feared social service regulatory personnel in low income neighborhoods, a definite need exists for parent education regarding rights of handicapped students.

Problems have also included locating parents in some communities such as those heavily endowed with extended families and lack of parental interest by some families at the bare subsistence level.

Unique cultural problems also include precisely following federal regulations to obtain parental permission in areas (e.g. Apache nation lands) in which no written language exists. Another cultural problem identified was relating terms such as learning disabilities when a particular subculture has had no concept of such a term.

Some state and local education agencies have developed and implemented parent training programs coordinated on a regional basis. Many local schools reported reluctance to enter into this arena because of fears that lawsuits and hearings would interfere with their general school operation. Emphasis on potential positive outcomes including effective parent/school partnerships has not been perceived.

11. Problems with Migrant Populations

Although districts/cooperatives have taken measures to account for migrant children and although some State Education Agency personnel reported that PL 94-142 has forced SEAs and LEAs to become more generally accountable in serving handicapped migrant children, considerable difficulties were reported in tracking migrant children for service delivery as they move from site to site. Program continuity was identified as a serious problem.

Efforts to cope with this have included close cooperation between divisions of special education and divisions of migrant and bilingual education. In some western states, a heavy development of energy resources has resulted in temporary influxes of workers. This is placing acute demands on LEAs for service delivery. School districts have been reluctant to seek new funds for programs which may not be necessary in the future. Consequently, services in some such areas are far less than adequate. Contracted services, where appropriate, has been the most feasible solution in such instances.

12. Problems Insuring Procedural Safeguard Requirements

LEA, cooperative, and SEA officials reported that serious efforts still need to occur to insure that procedural requirements are in policy and in practice. In spite of dramatic improvements in initiating such safeguards, additional inservice and assistance with procedural requirements was reported as a critical need. Additional data are being gathered regarding this topic and will be reported in NRP Report Number 2. It should be understood that consonant with rural culture, many rural schools have operated on an extremely informal basis with record keeping and disciplinary measures in the past.

13. Procedural/Policy Issues

Some districts/cooperatives felt a procedural overkill related to above-described issues including paperwork and staff time requirements. It should be remembered that emphasis on record keeping and standard operating procedures is somewhat antithetical to typical values of informal rural communities.

Considerable need was felt for policy interpretation flexibility which would assist in meeting the intent of PL 94-142 without compromising compliance with federal statutes. For example, relaxation of the requirement that therapists and aides must always be supervised by certified teachers and therapists. A preponderance of rural schools also felt the need for shared media, materials, and other resources of Title I and special education programs instead of the exclusion of handicapped children from Title I programs.

14. Problems Related to Specific Age Populations

Districts related acute problems in providing services to preschool and 16-21 year-old populations. Their main concerns with the preschool population were appropriate testing including culturally relevant tests, adequate personnel, and appropriate and adequately funded services.

Predominant concerns of interviewees regarding the 16-21 year-old handicapped population were: (a) lack of appropriate services in mainstreamed and specialized environments, (b) lack of vocational/career education experiences, (c) negative teacher and community attitudes with regard to serving this population, and (d) high drop-out rates associated with the above factors.

15. Problems Obtaining Responsiveness from Inservice and Pre-service Programs

Respondents cited several problems in their teacher retention, recruitment and staff development programs which they felt pre- and in-service programs could be responsive to. These included:

a. The need for field-responsive teacher education programs including involving faculty with rural schools for course-work, on-site demonstrations, and support services. It was felt that such endeavors would be useful not only to rural areas but also as learning experiences for university students and contributing to realism of courses taught (e.g., involvement of potential teachers and specialists for practicum, student teaching, inservice, and consultative experiences).

b. It was recognized that faculty and student reward systems should relate to rural needs including staff retention and recruitment and inservice education.

16. Needs for Technical Assistance

Anecdotal data from all districts/cooperatives indicated needs for technical assistance in solving the problems described in this section. School personnel reported that rural schools are too frequently overlooked or are too isolated to receive technical assistance. In addition to specific technical assistance need areas mentioned previously (e.g., instructional leadership development and due process procedures), LEA/cooperative administrators were interested in staff development regarding strategies to ameliorate "givens" which negatively impacted rural education (e.g., long distances between schools and services). Enhancement of grantwriting skills was also a predominant area of concern.

J. Best Practices in Implementing PL 94-142 in Rural Districts/Cooperatives

Sections A-H of the Results chapter described the significant increases in special education programs and services since the implementation of the EHA. Some rural LEAs/cooperatives have begun to understand other potential--but typically unexpected--impacts or "ripple effects." An example of successful rural district planning for positive unexpected impacts follows.

Successful efforts to counter resistance to change and suspicion of external interference in one district centered around frequent informational and participatory training sessions. PL 94-142 was presented in a straightforward fashion in these conferences, and school and community participants were invited to help develop local implementation options.

Rural administrators were made aware of the values of change and particularly externally mandated change such as that mandated by PL 94-142. Uncertainties, fears and anticipations stimulated by mandated change were used for best advantage to the entire school as personnel begin to understand the true potential for long-term systemic benefits for all children.

The staff became cognizant that advantageous changes in special education components of a system such as precision teaching and individualized instruction could be programmed for positive impact on other components of the system. This was consonant with statements by Dr. Ed Martin, Associate Commissioner of the BEH, as early as 1975 that IEPs effectively implemented for special needs children would also benefit nonhandicapped children.

Mandated special education procedures such as development of the IEP have been used in some rural areas as opportunities for integrating the efforts of regular and special educators toward a common cause. IEP meetings have been effectively used as vehicles for formal and informal inservice. The formal, mandated process of sharing information increased the amount of essential information available to all teachers working with a particular student.

To reinforce the above phenomenon and to increase positive attitudes and interest, relevant portions of inservice for regular teachers have at times focused on techniques effective with nonhandicapped students as well as students with mild and moderate handicaps. For example, making regular teachers aware that systematic instructions (such as Task Analysis combined with daily lesson plans and Applied Behavioral Analysis) could best be used with all students applies this concept.

Informally, such mandated interaction was an inservice process in itself. This was particularly true when staff with widely diverse responsibilities met, such as secondary educators from different disciplines or a self-contained special education or resource room teacher meeting with a regular classroom teacher to plan an IEP. Some of the benefits of using such mandated meetings as informal inservice opportunities were:

1. Hidden conflicts surfaced, creating opportunities for the structured group and relevant others to engage in conflict resolution.

2. Increased communication among school personnel and parents in different roles enhanced understanding of varying roles and perspectives. This was particularly true after covert conflicts surfaced and were dealt with.

3. Mutual understanding and respect was developed for various disciplines.

4. Interdisciplinary teamwork was carried beyond required interactions (the ripple effect was activated).

5. Behavior management and other techniques discussed and implemented because of mandated IEPs tended to be successfully used with "normal" children just as individualized instruction and precision teaching tended to be successfully generalized to nonhandicapped children frequently during the early 1970's.

One of the major objectives of the NRP is to identify effective LEA/cooperative strategies of implementing PL 94-142 which are appropriate for specific rural district and community subcultures. Profiles are being developed of strategies such as those described above for incorporation into personnel preparation models.

Each Profile interrelates (1) community characteristics (e.g., low socioeconomic status community 250 miles from diagnostic specialists), and (2) school district characteristics (e.g., regular class teachers apprehensive about mainstreaming, lack of administrative support, lack of speech therapist, etc.) with (3) viable service delivery options demonstrated to be viable in other LEAs having similar characteristics.

Pre- and in-service models based on national research data will be field-tested, modified, and disseminated by the NRP during 1980. In addition, strategy information is disseminated by: (1) the NRP newsletter which is circulated to 10,000 rural schools, SEAs, teacher education programs, and other organizations; and (2) the NRP Management Information System which disseminates NRP project data and bibliographic information useful in solving small school problems.

Examples of correspondence relating actual rural school problems received and answered by NRP staff follow:

Problem #1

Request for Information

Although we are able to attract well-qualified personnel to our small high school here in central Oklahoma (the tax base provides excellent salaries), we are unable to retain them. Our school population is culturally diverse (many Indian, part-Indian students), but this des not seem to be the problem. Can you help us?

Partial NRP Reply

Reference: Letchworth, George; Teacher Separation and Retention in Bureau of Indian Affairs Schools. Final Report. Oklahoma University, Norman, Oklahoma.

Recommendations:

1. Align recruitment procedures to reflect the growing teacher surplus.

2. Validate recruitment criteria and set up a systematic selection procedure.

3. Recruit from teacher populations that are "low risk." Perhaps more older and married teachers should be recruited.

4. Contact individuals as early as possible regarding their position and furnishing them with adequate information and an individual to contact for more information.

5. Provide more structure for the new teachers, especially the reserves.

6. Try to place the new teachers in the grade level for which they were trained.

7. Provide more orientation--preservice and inservice. It might be a good idea to ask the teachers what type of inservice they need after they have been teaching for two-three months.

8. Increase the feeling of community. Design some school programs that allow the new teachers to become a part of the school community.

9. Provide the new teacher with a successful role model, this should be a person who is a "master" teacher and who can relate to the young teacher.

10. Further develop the skillfulness of the supervisory staff so that they can relate to the new teachers and provide them with the necessary personnel, social and job-related support that is required.

11. Set up methods by which the new teachers can "communicate" with older faculty and administration. It is especially important that the new teacher perceive that s/he can communicate with others and obtain needed support regarding personal assistance, curriculum materials, etc.

Problem #2

Request for Information

We are a community 25 miles northeast of the state capitol. The natural terrain is beautiful, but difficult to travel due to mountain roads. Also gas shortages create a problem situation (i.e., recruiting special education personnel to provide necessary services).

Partial NRP Reply

Reference: Blackmore, Dorothy S.; MacNair, C. Richard. A Rural Internship Program Model. California State Department of Education, Sacramento, California, 1971. 85 pp.

Contact: Blackmore, Dorothy S., Director, Education Professions Development Act, Part 2, Rural Internship Project. MacNair, C. Richard; Consultant in Teacher Education, California State Department of Education, Sacramento, Cal. OE/DHEW, Bureau of Educationa Personnel Development, Washington, D.C.

Describes programs for enlisting and training local residents holding college degrees yet non-certified for teaching to fill vacancies within home districts.

Reference: Carlson, Laurence B., & Potter, Rober E. "Training Classroom Teachers to Provide In-class Educational Services for Exceptional Children in Rural Areas," Journal of School Psychology, Vol. 10, #2, 1972, pp. 147-150.

Contact: Carlson, Laurence B.; Dept. of Special Ed.; College of Education; University of Idaho; Moscow, Idaho 83843. Potter, Robert E.; Communication Disorders Program; Washington State University; Pullman, Washington 99163. Sponsoring agency: University of Idaho, OE Grant, Title V.

Describes model program retraining regular classroom teachers within home district via sabbatical leave to fill special education vacancies.

Strategy Profile: Benton County Schools, Camden, Tennessee

Provide district to study special education with provision that students return to teach for specified time in same district.

Problem #3

Request for Information

Many of the voters and taxpayers in our community do not understand the requests for extra funds to underwrite the costs of special education and extra personnel in the regular classroom. How can we create community awareness?

Partial NRP Reply

Reference: Roffman, Arlie. "Mainstreaming the Resource Room," Clearinghouse, Vol. 50, December, 1976, pp. 159-161.

Contact: Roffman, Arlie; Resource Room teacher at Weston Junior High School, in Weston, Massachusetts. Faculty member at Lesley College, Cambridge, Mass.

Describes model program for involving community volunteers in meeting individual needs of mildly handicapped students at the secondary level. Volunteers worked as aides in teaching remedial skills and conducted mini-courses in their own areas of expertise.

Problem #4

Request for Information

We are actively working to implement PL 94-142 in our school system. Our district, however, covers 17,000 square miles. Many of our neighboring districts approximate our size and have similar problems. How can we best share information to overcome similar problems?

Partial NRP Reply

Reference: Trowbridge, Jack H., Project Director. Development of a Problem Solving Capability for Rural School Districts. Seattle Public Schools, Seattle, Washington, November, 1972. 51 pp.

Contact: Trowbridge, Jack H., Project Director; Intermediate School District #110; 100 Crockett St.; Seattle, Washington 98109; Office of Education (DHEW) Washington, D.C. Regional Research Program.

Describes system for transmission of problem-solving techniques. System is rural-based and deals with concrete solutions to actual problems logged and revised on regular basis.

Problem #5 — Requests for Funding Sources

Request for Information — Ideas for obtaining funds may be provided by contacting the University of Detroit, Division of Continuing Education, Detroit, Michigan 48221. A national conference was recently conducted by the university entitled: Finding Funds for Kids.

Partial NRP Reply — Particularly for students having low-incidence handicapping conditions, a "Pocket Guide to Federal Help for the Disabled Person . . ." is a brochure that describes many of the federal support services for the handicapped and includes the names and addresses of various federal agencies that can help with federal, state, or local questions. To obtain a free copy write: Office of Information and Resources for the Handicapped, Department of Health, Education and Welfare, 200 Independence Avenue SW, Washington, D.C. 20201.

Problem #6 — We would like to find a systematic means of screening preschool children for potential learning disabilities. We are rural community, low to middle income. A stigma exists regarding isolation of children needing special services. We would like to minimize this stigma.

Request for Information

Partial NRP Reply — Reference: Bone, Jan. "Peotone Fights School Failure." American Education, Vol. 13, January, 1977, pp. 32-35.

Contact: Bone, Jan; freelance writer. For more information, contact Mrs. Lucille Werner, K-W Curriculum Service Office, 114 North 2nd Street, Peotone, Illinois 60468. ESEA, Title III

Describes a program for systematic screening of all children during the summer before entering kindergarten. Children demonstrating obvious problems are placed in an LD model kindergarten, and other children considered "high risks" are carefully monitored by classroom teachers in regular kindergartens. Children and parents receive continuous support and are informed of placement immediately.

SECTION V

SUMMARY AND CONCLUSIONS

...le an n of 75 limits conclusions which can be drawn, the strength of the evidence supporting these findings is indicative of the national impact of PL 94-142 upon rural LEAs/cooperatives.

A statement made by a rural LEA superintendent may be offered in summary: "It is typical for an LEA to wait for a mandate saying education must be improved, and PL 94-142 has been the only kind of motivation which would have created real special education programs." Given relatively few federal monies and only slight experience in serving handicapped children of almost any category with almost any service, performance improvements in rural special education programming and services have been phenomenal.

Clearly, however, even the "upper functioning" LEAs/cooperatives still were found to have programming inadequacies. There is no question that the greatest obstacles to full, appropriate services for handicapped rural students are difficulties in recruiting and retaining qualified staff, funding inadequacies, and providing appropriate inservice on a continuous basis.

These problems exist in tradition-bound rural environments, and are exacerbated by geographic and climatic demands of rural, remote and isolated areas. Attitudinal problems clearly hindered service delivery in some cases and often prolonged the period of time required to make programmatic changes. SEAs and LEAs/cooperatives were generally

aware of these problems and appeared to be open to assistance and suggestions for solutions.

EHA-mandated requirements of rural schools including IEP, LRE, due process, and parent involvement procedures have been firmly established. The challenge now is to offer support and training to LEAs/cooperatives clearly asking for assistance at the national, regional, and local levels in areas including the following:

1. Policy analysis and subsequent action regarding indirect and direct funding inadequacies in rural areas

2. Analysis of potential changes in EHA policy interpretations which would create necessary flexibility for areas of scarce professional resources without endangering compliance with the true intent of PL 94-142.

3. Derivation of consistent federal definitions for rural so that federal agencies could collect and act upon data regarding all aspects of rural funding and service delivery.

4. Coordinated national, regional, and topical efforts to improve rural special education personnel preparation and service delivery. For maximum long-term effects, such efforts should be systematically planned and integrated. Consideration should be given to funding a national network to link identified rural resources and needs.

   Recommended strategies, consultants, etc. should be based on needs assessed by the BEH Rural Initiative Committee, BEH-funded projects, local pre- and in-service efforts, and other national rural-oriented groups and organizations.

   National needs such as problems with teacher recruitment and retention might best be dealt with by all three types of efforts, as follows:

   a. National meetings and strategy dissemination conferences

b. National Management Information Systems linking qualifications and qualities needed in different types of rural subcultures with personality types, communication styles, value systems, and job qualifications of potential personnel.

c. Disseminating regionally effective recruitment and retention strategies. Topical consultant linkage, bibliographic references, and field-testing could be ongoing to facilitate technical assistance efforts which would continually be logged into the network Management Information System for dissemination (e.g., follow-up studies of characteristics of effective personnel who are retained in rural areas including information regarding preservice, classroom instruction, student teaching, and in-service strategies). More isolated needs could be dealt with by isolated linkage with appropriate consultants, bibliographic references, strategy Profiles, preservice preparation models, etc.

5. Enhancement of teacher education program incentives (at the faculty and student levels) regarding involvement with rural pre- and in-service efforts.

6. Systematic dissemination of knowledge concerning cost-efficient alternate strategies effective in specific LEA/cooperative structures and communities.

7. Enhanced training and use of relatively untapped resources such as volunteers and paraprofessionals in areas with limited professional expertise.

8. Enhanced training for rural parents regarding rights of handicapped children.

9. District/cooperative staff development regarding effective parent/professional partnerships.

10. Rural school staff development regarding administrator and teacher full implementation of IEP, LRE, and Due Process procedures.

11. Additional research including the following studies:

    a. A study identifying effective strategies of educating transient rural handicapped populations (the triply disadvantaged) such as military and migrant children.

    b. An investigation of differences between rural and urban prevalency rates for different types of handicaps.

c. A study of effective and ineffective strategies of educating gifted students in rural areas, given particular community and district subtypes. This study should obviously include gifted handicapped students.

d. A study comparing effective urban and rural teacher recruitment and retention strategies, particularly as related to teacher burn-out.

SECTION VI

LIMITATIONS OF THE STUDY

A _n_ of 75 districts/cooperatives clearly limits conclusions which can be drawn for the entire United States. While the project staff is reasonably sure that participating SEAs, LEAs, and cooperatives have been honest in their responses and presentations of programs, the project is in no position to judge the status of special education in states and LEAs/cooperatives which were non-participants. Also, participation with the NRP study has been voluntary, creating the possibility of sample bias.

Finally, interviewees differed not only in roles but in length of time employed by the LEAs/cooperatives. At this point, it is difficult to determine to what extent differences in longevity impacted data.

However, several aspects of the research design were planned to enhance national representativeness of findings:

A. Data were gathered from a national sample of states chosen after a careful assessment of their geographic, cultural, and socioeconomic representativeness.

B. SEAs were requested to select LEAs/cooperatives with widely variant PL 94-142 implementation performance (upper and lower functioning 5%). Two-day on-site visits occurred in each district involving interviews with persons at all levels of the organization: administrators, regular and special educa-

tion teachers, support personnel, and parents.

C. SEAs were requested to further enhance the representativeness of the district/cooperative sample by selecting sites reflecting diverse geographic, cultural, and socioeconomic lifestyles.

Researchers consistently are challenged by the potential that responses to questions such as, "What are your major problems in implementing PL 94-142?" are answered in the context of current crises. This was a particular concern because rural LEAs/cooperatives have not typically conducted systematic needs assessments involving standard setting processes. NRP staff attempted to confront this challenge by:

1. seeking input from a wide variety of national organizations and extensive literature reviews
2. noting repetitions between SEA and LEA responses
3. verifying comments by talking with a wide variety of individuals with different perspectives, observing programs in operation, and reviewing district/cooperative records when possible
4. gathering data for over a year, thereby visiting schools during divergent crisis and "routine" periods.

Another caveat in reporting findings of this type is that PL 94-142 cannot necessarily be considered the total "treatment" responsible for every noticeable change in special education programming. However, it was obviously responsible for implementation of specific new policies such as due process procedures where none previously existed.

Anecdotal data and structured responses indicated that PL 94-142 was the primary change agent/treatment for the dramatic changes described in this document. One would assume that the EHA would at the least be a significant contributing variable in instituting new programs and services in formalizing the sparse frameworks existent for new requirements such as IEP planning meetings.

Further data gathering and analysis currently being completed is expected to offer more information on the above concern.

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APPENDIX A

A Special Project of the
Bureau of Education for the
Handicapped
Conducted by the Center for
Innovation and Development
Murray State University
Project Director: Doris Helge, Ph.D.
Project Staff: John Boltz, M.S.W.
John Merbler, Ph.D.

* *

State Education Agency Survey

AQ1. Check any of the following cultural factors which inhibit full local, rural district implementation of the regulations of P.L. 94-142 in your state.

Language Barriers _____

Cultural Differences _____

Resistance to Change _____

Economic Class Differences _____

Other (specify) _____

AQ2. Check any of the following geographic or climatic factors which inhibit full local, rural district implementation of the regulations of P.L. 94-142 in your state.

Marginal Roads _____

Water transportation only (no bridges) _____

Air transportation necessary _____

Mountainous areas _____

Icy, muddy roads _____

Long distance between schools _____

Other (specify) _____

AQ3. Check any of the following socio-economic factors which inhibit full local, rural district implementation of the regulations of P.L. 94-142 in your state.

Low tax base _____

High unemployment _____

Suspicion of state, federal interference _____

Family size (e.g., older child stays home to care for younger kids) _____

High level of poverty _____

Migrant employment _____

Fishing employment _____

Timber employment _____

Mining employment _____

Farm employment _____

Difficulty recruiting qualified teachers _____

Difficulty retaining qualified teachers _____

Other (specify) _____

AQ3. List and describe rural areas, regions, and/or districts in the state which are representative of divergent economic lifestyles, e.g., wealthy Kentucky horse farm areas as opposed to Appalachian mining regions.

AQ4. Please check any of the following child find activities which local, rural districts have utilized effectively.

Door to door census _____

TV announcements _____

Radio announcements _____

Newspaper announcements _____

Public health screening _____

AQ5. continued

Physician referral _____

Preschool screening _____

Mailouts with utility bills _____

Mail persons _____

Sunday school teachers _____

Other (specify) _____

AQ6. List and describe effective means which rural districts in your state have utilized to educate their communities about handicapped individuals and facets of implementing P.L. 94-142, e.g., radio talk and call-in shows, public forums.

AQ7. List examples of (A) local rural district in your state which have made good use of (B) community or external agencies to augment their own resources.

A Local School District	B Community and/or External Resources
e.g., District 103	e.g., Regional Deaf-Blind Center, Snobird Mental-Health Center, Private Audiologist

AQ8. List key innovative practices in local rural districts in your state and where they occur.

Type	Strategy	Location
Child Find Activities		
Least Restrictive Environment		
Individualized Education Program		
Agency Interrelationships		
Staff Recruitment		
Personnel Development		
Screening		
Transportation		
Parent Involvement		
Due Process		

AQ9. List where and why local rural districts are experiencing (unusual) difficulty in implementing P.L. 94-142.

Location	Type of Difficulty	Reason
e.g. District 103	Least Restrictive Environment	High pupil-teacher ratio in regular education
e.g. District 301	Parent Involvement	General community attitude that does not believe handicapped can succeed.

AQ10. What data are available to review regarding some of the rural districts you mentioned that have some of the best practices?

AQ11. What data are available to review regarding some of the local rural districts you mentioned that are experiencing difficulty in fully implementing P.L. 94-142?

AQ12. What are your primary reasons or criteria for selecting the districts you named in AQ10 and AQ11?

AQ13. Are local district plans approved on a provisional basis?

Yes_____ No_____

AQ14. If the answer to AQ13 is Yes, please explain the rationale for provisional basis.

AQ15. What is the average annual attrition rate of special education staff in rural school districts?

AQ16. How many special education personnel does your state need to provide an appropriate education to all handicapped children?
(If possible, please differentiate between rural and non-rural needs)

a. Learning Disability Teachers _____

b. Teachers of emotionally disturbed/ behavior problems _____

c. Speech Pathologists _____

d. EMR Teachers _____

e. TMR Teachers _____

f. Teachers of the hearing impaired _____

g. Teachers of the visually impaired _____

h. Teachers of the physically handicapped _____

i. School Psychologists _____

j. School Social Workers _____

k. Special Education Administrators _____

l. Others (specify) _____

National Rural Project: A REGI
Project of Bureau of Education
for the Handicapped Conducted by
Center for Innovation & Development
Murray State University
Project Director: Doris Helge, Ph.D.
Project Staff: John Boltz, M.S.W.
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Sandy Watkins, M.A.

* * * * * * *

CO-OP INSTRUMENT

State_____ Date_____

Name of Co-op_____ Position_____

Interviewer_____ Years Teaching Regular Education____

Interviewee_____

Years lived in Community_____

Areas of Certification_____

Socioeconomic Content

1. Please rank, on the basis of numbers of individuals, the following ethnic groups served by your district (use "1" to rank group with most individuals). If possible, indicate the numbers of individuals in each group.

	Present	Rank Order
Caucasian	_____	_____
Black	_____	_____
Native American	_____	_____
Puerto Rican	_____	_____
Mexican-American	_____	_____
Oriental	_____	_____
Other	_____	_____

2. What is the population size of your service area?_____

3. What is the population density per square mile for your service area?____*

4. Circle the number indicating the extent to which the students you serve reside throughout your service area.

1	2	5
located only in a few areas	Combination (few areas & scattered)	located throughout the Co-op area

*Service area refers to the school districts which the Co-op serves.

5. What is the distance of your administrative center from the following:

State Capitol _____
City of 5,000 or more _____
City of 50,000 or more _____
City of 100,000 or more _____

6. Please estimate the percentage service area residents working in the following occupations:

Professional _____%
Labors Unskilled _____%
Labors Skilled _____%
Farmers _____%
Sales _____%
Craftsman _____%
Administrator/Management _____%
Housewives _____%
Unemployed _____%

7. What is the average income of families in your service area?_____

8. What percentage of these families have an income less than this amount?_____%

9. What percent of residents in the service area fall above Federal poverty line? ($6200--urban family of 4; $5270--non urban family of 4) _____%

10. Are many persons in your service communities in better economic positions than their parents?

Yes _____ No _____

11. After most people in your community leave school, do they stay in the community or do they move?

Leave _____ Stay _____

12. What percent of the families currently being served by your service area will reside in this area at the end of the school year? _____%

13. What percent of the population is bilingual? _____%

14. What percent of the population speaks no English? _____%

15. What are the principal non-English languages spoken by service area residents? _____

Staffing

16. How many special education teachers are on your staff? _____
Please list the types and number of other personnel.

17. In the last five years what percent turnover in staff did the Co-op experience? _____%
What was the major reason given for leaving?_____

18. Do any of the Co-op school districts employ full-time directors of special education? Yes _____ No _____

19. Do any Co-op school districts employ part-time directors of special education with other local school district responsibilities?
Yes _____ No _____

20. Do any Co-op school districts share a director of special education with other local school districts? Yes _____ No _____

21. Does your Co-op employ any handicapped professionals?
Yes _____ No _____

22. Please indicate the numbers of Co-op staff falling into the following categories:

EDUCATIONAL BACKGROUND	Number less than B.A. degree	_____
	Number with B.A. degree	_____
	Number with B.A. +	_____
	Number with M.A.	_____
	Number with M.A. + 1-14	_____
	Number with M.A. + 15-30	_____
	Number with Ed.S.	_____
	Number with Ed.D. or Ph.D.	_____
CREDENTIALS	Number Special Education with Provisional Certification	_____
	Number Special Education teachers without Certification	_____
	Number Special Education teachers with Certification	_____
	Number Regular Education teachers with Special Education Credentials	_____
	Number Regular Education teachers with no Special Education Credits	_____

23. Does the Co-op have to hire teachers for specialized assignments who do not have specialized training? Yes _____ No _____

24. Does your Co-op have teachers hired on an emergency basis?
Yes _____ No _____

25. Is the Co-op average teacher salary:
below national average ($15,040) Yes____No____
above national average Yes____No____

26. Is the Co-op average teacher salary:
below state average Yes____No____
above state average Yes____No____

27. Do district Special Education teachers meet regularly as a group with Co-op personnel? Yes _____ No _____

28. Does the Co-op staff meet regularly with regular education teachers?
Yes _____ No _____

29. To what extent does the Co-op staff professionally interact with the regular districts education staff? (Circle the NUMBER indicating your response.)

little if any 1 2 3 4 5 extensively
EXTENT OF PROFESSIONAL INTERACTION

30. To what extent does the Co-op staff work with the special education staff in developing and delivering educational programs? (Circle the NUMBER indicating your response.)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

Students

31. The total school population of your Co-op service area is Elementary level _____ Secondary level _____

32. How many schools participate in your Co-op _____Elem _____H.S. _____K-12.

33. Do participating districts use the following forms of transportation in going to and from school?

Public school bus	Yes _____	No _____
Public carrier	Yes _____	No _____
Private carrier	Yes _____	No _____
Taxi	Yes _____	No _____
Boat	Yes _____	No _____
Helicopter	Yes _____	No _____
Train	Yes _____	No _____

34. Does the Co-op provide transportation services for Co-op students * Yes ___ No ___
for other students Yes ___ No ___

35. Are Co-op students bussed separately from district students? Yes ___ No ___
If "Yes", why? _____

36. Please indicate the number of students served by the Co-op groups.

Ethnic	Number of Co-op Students *	Number of District Special Education Students **
Caucasian		
Black		
Native American		
Puerto Rican		
Mexican-American		
Other		

*Co-op students refers to students served only by co-op staff district

**Special Education students served by both co-op and school district staff

Please complete the following table:

Status

Handicapping Condition	A	B	C	D	E	F	G
	ESTIMATE THE NUMBERS OF:						
	Residents served both by co-op & district staff	Residents served solely by Co-op staff	Grade Level *Elem *Sec	RESIDENTS SERVED BY: state agency	private agency	other agency	% of time Column "A" students served in regular classroom
Learning Disabilities							
Emotionally Handicapped							
Educable Mentally Retarded							
Trainable Mentally Retarded							
Developmental Disabilities							
Visually Handicapped							
Hard of Hearing							
Speech Handicapped							
Physically Handicapped							
Multiple Handicapped							

*Elem = Elementary level
*Sec = Secondary level

Child Find

37. Please check any of the following child find activities which your participating districts have utilized. Place a "+" by that activity you think most effective.

Door to door census	_____
TV announcements	_____
Radio announcements	_____
Newspaper announcements	_____
Public Health screening	_____
Physician referral	_____
Preschool screening	_____
Mailouts with utility bills	_____
Mail persons	_____
Sunday School teachers	_____
Other (specify)	_____

Parents

38. Do any of the participating school district have Special Education advisory committees? Yes_____ No_____

39. If the answer to 38 is yes, what groups are represented or what kind of persons are included? _____

40a Do you have a Parent Advisory Committee for Special Education at the Co-op level? Yes_____ No_____

40b If answer to 40a is YES, how many members?_____

40c How many of this number belong to culturally different groups?_____

41. Do any of the Co-op school districts have a parent volunteer program for Special Education? Yes_____ No_____

Higher Education as a Resource

42. A college or university is located:

within a participating community	_____
within 25 miles of any participating community	_____
within 50 miles of any participating community	_____
within 100 miles of any participating community	_____
Over 100 miles from any participating community	_____

43. Students and/or faculty from colleges or universities are regularly involved with participating school district. Yes_____ No_____

Students and/or faculty from colleges or universities are regularly involved with Co-op. Yes_____ No_____

44. College or university students are placed in participating school district for the purpose of: Internships Yes_____ No_____
Practicums Yes_____ No_____

College or university students are placed in participating Co-op for the purpose of: Internships Yes_____ No_____
Practicums Yes_____ No_____

district staff? Yes____ No

Do college or university staff provide inservices for Co-op staff?
Yes____ No____

46. Do colleges or universitits teach extension courses for Co-op staff?
Yes____ No____

Community

47. Do any of the participating communities have:	Yes	No
1. a daily newspaper	___	___
2. weekly newspaper	___	___
3. radio station	___	___
4. TV station	___	___
5. telephone service	___	___

48. Do any of the participating communities have:		
1. public buses	___	___
2. train service	___	___
3. taxi service	___	___
4. air service	___	___
5. water transportation	___	___

49. Please indicate in Column 1 any of the following resources which exist in participating communities and in Column 2 indicate which are required by IEP's, and in Column 3 indicate whether these services are delivered as specified by IEP.

	Present	Required	Yes	No
Early identification and assessment	_____	_____	___	___
Parent counseling and training	_____	_____	___	___
Physical and Occupational therapy	_____	_____	___	___
Public Health	_____	_____	___	___
Services for Emotionally Disturbed	_____	_____	___	___
Audiology & related services	_____	_____	___	___
Psychological Services	_____	_____	___	___
Social Work services	_____	_____	___	___
Orientation & Mobility Services	_____	_____	___	___
Speech Pathologist	_____	_____	___	___
Services for Visually impaired	_____	_____	___	___
Diagnostic Services	_____	_____	___	___
Medical Services	_____	_____	___	___
Recreation	_____	_____	___	___

50. Is there a local chapter of ARC in participating communities? Yes____ No____

51. Is there a local chapter of ACLD in participating communities?Yes___ NO____

52. Are successful role models of handicapped adults present in your participating communities?
E.g., appropriately employed, independent? Yes_____ No_____

53. Please rank those groups which wield the most influence in the participating communities (1 = most influence)

Politicians	_____	Educators	_____	Farmers	_____
Bankers	_____	Wealthy families	_____	Ranchers	_____
The elderly	_____	Church groups	_____	Others	_____
Community at large	_____	Labor groups	_____		

Co op budget is approved by school boards only. Yes_____ NO_____

55. Co-op budget is approved by school boards and local government units e.g., village councils. Yes_____ No_____

56. For FY 1978-79, what was the Co-op average cost per student?_____

57. For FY 1978-79, approximately how much money was expended by the Co-op in each of the following service areas for exceptional children. How much has been budgeted for FY 1979-80?

	1978-79 Expended	1979-80 Budgeted
1. Child find/identification	_____	_____
2. Transportation	_____	_____
3. Educational Services	_____	_____
4. Materials	_____	_____
5. Special Personnel	_____	_____
6. Assessment Diagnosis	_____	_____
7. Special Schools	_____	_____

58. Is the Co-op currently using a Special Education strategy in a service area (e.g., child find) whose optimal implementation would require an increased expenditure of funds? Yes_____ No_____

59. If answer to 58 is Yes, what is that strategy?_____
_____

60. Has the Co-op discontinued the use of a Special Education service delivery strategy within the past three years for financial reasons?
Yes_____ No_____

61. If answer to 60 is Yes, what was that strategy?_____
_____

62a Does the Co-op presently receive special project funds from state or federal sources for implementing an innovative Special Education service Strategy:
Yes_____ No_____ Source_____
Strategy:_____

62b To what extent has the increase in funding of Special Education programs affected funding of regular education programs?

Strong Positive Effect _____:_____:_____:_____:_____:_____ Strong Negative Effect

63. If financial support is less than adequate, place a check next to those service areas which are inadequately funded for the Co-op.

Child find	_____	Special Services	_____
Transportation	_____	Facilities	_____
Early Education	_____	Inservice Development	_____
Educational Programs	_____	Assessment/Diagnosis	_____
Materials	_____		

64. Has the Co-op applied for early childhood incentive monies? Yes_____ No_____

65. For your largest student minority, how do the following cultural differences affect successfully meeting the handicapped students educational need?

a) Language Differences

b) Attitudes toward the handicapped

c) Trust of school personnel

d) Value of edcuation in getting along in the minority culture

66. What do you perceive as the major cultural difference affecting the delivery of special education services to your culturally different minority students?

67. Comparing culturally different handicapped students with other handicapped students and with non-handicapped students, is their school attendance the same for (circle response)

	Other handicapped			Non-handicapped		
Rate of tardiness	less	same	greater	less	same	greater
Rate of absences	less	same	greater	less	same	greater
Rate of drop-outs	less	same	greater	less	same	greater

68. What are the chief problems you encounter (excluding language translation) in successfully communicating with parents of culturally different handicapped students?

Inservice

69. What types of skills and knowledge are most needed by your regular education staff for the following areas?

a. Assisting regular education teachers in instructing handicapped students.
b. Assisting the regular education teacher in instructing a wider range of handicapped students

70. Have you participated in any inservice training concerned with implementing P.L. 94-142?

71. In general, how useful have you found these inservice programs to be in:

	None	Some	Considerable
improving delivery of educational services to students	____	____	_____
contributing to your professional growth	____	____	_____
contributing to the staff's professional growth	____	____	_____

72. What would be your major complaint regarding inservice training?

73. How willing would the teaching staff be to attend, on their own time, inservice programs on implementing P.L. 94-142?

74. What is your current LEVEL OF NEED for inservice training in the following areas? (Using a scale of 1 = no need, 2 = some need and 3 = great need please respond to each area for each staff type.)

	STAFF TYPE		
AREAS/NEEDS	Regular Ed. Teachers	Special Ed. Teachers	District Administrators
Developing Meaningful IEP's			
Understand the Concepts and Least Restrictive Environment			
Parent Participation			
Special Education Placement Process			
Due Process--Procedural Safeguards			
Developing a Continuum of Educational Services			

75. How is the Co-op funded? Who proposes the budget? How is it approved?

76. What is administrative structure of Co-op? How are Co-op policies and proceedures?

(a) Identified

(b) Decided

(c) Implemented

77.' What are the most important factors in:

(1) Successfully administering a Co-op?

(2) Contributing to Co-op problems

78. What are roles of member school districts school boards and supertindents in running the Co-op?

79. What are typical major problems you encounter in working with these groups?

80. What are typical major benefits you derive from working with these groups?

81. Indicate (X) the extent of participating school districts satisfaction with the services provided by the Co-op.

:	:	:	:	:	:
highly dissatisfied		both satisfied & dissatisfied			highly satisfied

82. As compared to the present, will the number of participating districts in five years be: less than _____ equal to _____ or greater than _____?

83. Has your Co-op given inservice programs for the district regular education staffs? Yes _____ No _____

If "Yes", what areas were covered and what program had the greatest impact?

84. Has your Co-op given inservice programs for the special education staffs? Yes _____ No _____

If "Yes", what areas were covered and what program had the greatest impact?

85. What are your major problem(s):

a. in recruiting Co-op staff?

b. in retaining Co-op staff?

86. How important is an IEP in delivering quality educative services (circle NUMBER indicating your answer.)

Unimportant 1 2 3 4 5 very important

87. What does the IEP team do when it knows the needed services or facilities are not available?

88. Do you have teaching or support personnel who are qualified and/or certified to provide services outside their current responsibilities,
Yes_____ No_____

If "yes" please describe factors that prevent these people from performing these additional services.

89. To what extent do the following individuals accept educating handicapped students in the regular classroom? (Circle your response for each of the handicapping conditions)

1 = Strongly reject
2 = Neutral
3 = Strongly accept

	LEVEL OF ACCEPTANCE		
	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
Regular Education Teachers -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Special Education Teachers -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Administrators - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Board - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Handicapped Students - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Non-Handicapped Students - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Community - - - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
You - - - - - - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5

90. To what extent do the following people understand procedural safeguards (due process) available to the handicapped student and to his/her parents?

	Levels of Understanding				
	Inadequate				Adequate
District Administrators - - - -	1	2	3	4	5
Regular Education Teachers- - -	1	2	3	4	5
Special Education Teachers- - -	1	2	3	4	5
Support Service (e.g. School Psychologist) - - - - - - - - -	1	2	3	4	5
Community - - - - - - - - - - -	1	2	3	4	5

91. What techniques would you use to increase this level of understanding?

Please List:

School Districts Served	Types and numbers of Handicapped Students Served	
	At District Site	At Co-op

National Rural Project: A REGI Project
of Bureau of Education for the Handicapped
Conducted by Center for Innovation and
Development, Murray State University
Project Director: Doris Helge, Ph.D.
Project Staff: John Boltz, M.S.W.
Richard Shea, Ph.D.
Lori DelBuono, M.A.
Sandy Watkins, M.A.

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LEA INSTRUMENT
SUPPORT SERVICES

State_____ Date_____

Interviewer_____ Position_____

Interviewee_____ Sex_____

School District_____ Years Teaching Regular Education_____

Co-op (If approapriate)_____ Years Teaching Special Education_____

Years in current district position_____

Years working in this capacity_____

Years living in this community_____

Areas of Certification: (teaching & special services)_____

What types of Special Education courses have you taken?_____

1. How many schools or districts do you serve?_____Schools_____Districts
2. What is your current student work load?_____students
3. How many of these students are placed in self-contained setting?_____
   At the end of the year, how many of those students will still be in a self-contained setting?_____
4. Do you work with students at their school site or at a central location?
5. What percent of your typical working day is spent in travel?_____%
6. What percent of your students are bilingual?_____%
7. What percent of your students speak little or no English?_____%
8. What is the major non-English language spoken in the district(s)?_____%
9. How well do you speak this language? (Circle Number Indicating Your Response)

   little or
   not at all 1 2 3 4 5 fluently

10. Please indicate the numbers of students you serve belonging to various ethnic groups; indicate their status (i.e., regular vs special education)

Ethnic Group	Number in Regular Education	Number in Special Education
Caucasian	_____	_____
Black	_____	_____
Native American	_____	_____
Puerto Rican	_____	_____
Mexican-American	_____	_____
Other	_____	_____

11. To what extent does the Special Education staff work with you in developing and delivering educational programs to students? (Circle Number Indicating Your Response)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

12. To what extent should the Special Education staff work with you in developing and delivering educational programs to students? (Circle Number Indicating Your Response)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

13. Do Special Education teachers meet regularly with you? Yes_____ No_____

14. Are you physically isolated from regular education teachers? Yes_____ No_____

15. To what extend does the Special Education staff professionally interact (e.g. planning of overall program) with you? (Circle Number Indicating Your Response)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

16. Please indicate what you think the OPTIMAL and ACTUAL level of involvement of parent participation is in the following educational activities. Additionally, if the OPTIMAL level of involvement exceeds the ACTUAL, please indicate which of the following factors played a role:

Involvement

* 1 = Little or no involvement
2 = Some involvement
3 = Considerable involvement
4 = Total involvement

Factors

**a. No legitimate opportunities
b. No interest
c. Long distances from school
d. Parental involvement not encouraged
e. Lack of information
f. Transportation problems
g. Parental fears of school personnel as authority figures
h. Insufficient educational training
i. Other (specify)

Educational Activities	Actual (1 - 4)	Optimal* (1 - 4)	Factors** (a - h)
Defining Educational Goals and Objectives			
Evaluating Teacher Performance			
Deciding Educational Placement			
Determining the amount of time that Handicapped students spend in regular classroom			

17. What type of model(s) (e.g. intinerant teacher/consultant) does the district use for providing special education services?

How does your support service fit in this model?

18. How many IEP meetings did you attend for your current student load?

19. How frequently do the following people contact you regarding service for students? (Circle Number Indicating Your Response)

Regular Education Teacher	1		2		3
	Infrequently				Frequently
Special Education Teacher	1	2	3	4	5
	Infrequently				Frequently
School Administrator	1	2	3	4	5
	Infrequently				Frequently
Parents	1	2	3	4	5
	Infrequently				Frequently
Other Support Personnel	1				
	Infrequently				Frequently

20. For your largest student minority, how do the following cultural differences affect successfully meeting the handicapped student's educational needs?

(a) Language differences?

(b) Attitudes toward the handicapped?

(c) Trust of school personnel?

(d) Value of the education in getting along in the minority culture?

21. What do you preceive as the major cultural difference that affect delivery of special education services to your culturally different minority students?

22. Comparing culturally different handicapped students with other handicapped students and with non-handicaaped students, is their school attendance the same for (Circle Response):

	Other handicapped		
Rate of tardiness	less	same	greater
Rate of absences	less	same	greater
Rate of drop-outs	less	same	greater

23. What are the chief problems you encounter (excluding language translation) in successfully communicating with parents of culturally different handicapped students?

24. What is the average amount of direct contact per week that you spend per student? _____

25. Have you trained school staff as part of your program in delivering services to handicapped students? _____ Yes _____ No

If "yes", what innovative techniques did you use; what problems did you encounter and how did you cope with them?

_____

_____

_____

_____

26. Have you trainned parents as part of your program for delivering services to handicapped students? _____ Yes _____ No

If "yes" what innovative techniques did you use; what problems did you encounter and how did you cope with them?

_____

_____

_____

_____

27. Do you provide inservice training to other staff in your speciality area? _____ Yes _____ No

If "yes" what percentage of the staff attended? _____ %

28. How well do the following people understand the purpose and methods of the services you provide students? (Circle Number Indicating Your Response)

	1	2	3	4	5
Special Education Teacher	Little, if any				Full
School Adminstrator	Little if any				Full
Regular Education Teacher	Little if any				Full
Parents	Little if any				Full

LEVEL OF UNDERSTANDING

29. How important do the following people consider your services to be in directly contributing to the education of the handicapped student? (Circle Number Indicating Your Response)

	1	2	3	4	5
Regular Education Teacher	Unimportant				Highly Important
Special Education Teacher	Unimportant				Highly Important
School Administrator	Unimportant				Highly Important
Parents	Unimportant				Highly Important

LEVEL OF IMPORTANCE

30. What do you perceive as your level of direct impact upon <u>educational planning</u> for handicapped students? (Circle Number Indicating Your Response)

1	2	3	4	5
Little if any impact				Great Impact

31. Ideally, what should this level be? (Circle Number Indicating Your Response)

1	2	3	4	5
Little if any impact				Great Impact

32. Do you provide services in the students homes? _____ Yes _____ No

If "yes", what innovative techniques did you use? What are the major problems you encounter in delivering these services (e.g., transportation, social-cultural?) How do you cope with these problems?

_____

_____

_____

_____

33. Who decides when your services are required, and for which students?

_____

_____

_____

34. To what extent do the following individuals or groups accept educating handicapped students in the regular classroom? (Circle your response for each of the handicapping conditions.)

1 = Strongly reject;
3 = Neutral
5 = Strongly accept

	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
Regular Education Teachers	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Special Education Teachers	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Administrators	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Handicapped Students	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Non-Handicapped Students	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Community	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
You	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5

Inservice

35. What types of knowledge/skills do you need:

a. To improve delivery of appropriate educational services to handicapped students?

b. To work with parents of handicapped students?

36. What types of skills training are most needed by your special education teachers in assisting you in serving special education students?

37. Have you participated in any inservice training program connected with implementing PL 94-142?

Yes_____ No_____

38. In general, how useful have you found these inservice programs to be in:

	None	Some	Considerable
improving delivery of educational services to students	____	____	____
contributing to your professional growth	____	____	____
contributing to the staff's professional growth	____	____	____

39. What would be your major complaint regarding inservice training?

40. How willing would the teaching staff be to attend on their own time, inservice programs on implementing PL 94-142?

41. What percentage of your regular education staff would willingly attend an inservice program on mainstreaming special education students? _____%

42. If not all, please describe reasons:

43. What is your Current LEVEL OF NEED for inservice training in the following areas (Use a scale of 1 = no need, 2 = some need 3 = great need; please respond to each area for each staff type.)

	Staff Type		
AREAS/NEEDS	Regular Ed. Teacher	Special Ed. Teacher	District Administrator
Developing meaningful IEP's			
Understanding Concepts of Least Restrictive Enrironment			
Parent Participation			
Special Education Placement Process			
Due Process--Procedural Safeguards			

44. Do you serve more than one school (Yes_____ No_____) or more than one school district (Yes_____ No_____)? If Yes to either, please indicate the type of problems you encounter (e.g. administrative, traveling.) _____

_____

_____

_____

45. Are you qualified to provide educational services outside the area you are currently working in? If you are qualified, what factors prevent you from working in those other areas?

The following lists various types of strategies for delivering services to handicapped students. If you have had direct contact--experience or observation--with any of these strategies please evaluate their positive contribution to the handicapped students. Please also indicate if your staff would benefit from an inservice training on these strategies with which you have had experience.

SUCCESS IN SCHOOL

1 = negative contribution; 2 = little if any positive contribution;
3 = some positive contribution; 4 = positive contribution;
5 = considerable positive contribution.

STRATEGIES	SUCCESS IN SCHOOL	INSERVICE TRAINING YES	NO
Special education consultants	1 2 3 4 5	Y	N
Itinerant teachers	1 2 3 4 5	Y	N
Supportive therapies, e.g. occupational etc.	1 2 3 4 5	Y	N
Mobility training	1 2 3 4 5	Y	N
Crisis teacher	1 2 3 4 5	Y	N
Special instructional materials	1 2 3 4 5	Y	N
Special instructional equipment	1 2 3 4 5	Y	N
Resource Room	1 2 3 4 5	Y	N
Part-time special classes	1 2 3 4 5	Y	N
Self-contained special classes	1 2 3 4 5	Y	N
Combination regular and special day classes	1 2 3 4 5	Y	N
Categorical resource classes	1 2 3 4 5	Y	N
Categorical self-contained classes	1 2 3 4 5	Y	N
Special day schools	1 2 3 4 5	Y	N
Use of Private Schools	1 2 3 4 5	Y	N
Use of Presidential Schools	1 2 3 4 5	Y	N
Inter-district cooperative program	1 2 3 4 5	Y	N
Diagnostic and prescriptive teaching center	1 2 3 4 5	Y	N
Mobile diagnostic and prescriptive units	1 2 3 4 5	Y	N
Mobile preservice, inservice units	1 2 3 4 5	Y	N
Mobile teaching units	1 2 3 4 5	Y	N
Parent participant programs	1 2 3 4 5	Y	N
Student support committees	1 2 3 4 5	Y	N
Student IEP review	1 2 3 4 5	Y	N
Inservice training programs	1 2 3 4 5	Y	N
Curriculum development program	1 2 3 4 5	Y	N
Program to implement movement of children within system	1 2 3 4 5	Y	N
Unique transportation strategies (specify)	1 2 3 4 5	Y	N

	How many of these students do you currently serve?	Rate what you think your level of success would be in working with these students in their current placement. little/none high	Rate what you think your level of success would be in working with these students given optimal conditions. little/none high	If column 3 exceeds column 2, please list conditions that account for a higher level of success.
Mildly Handicapped		1 2 3 4 5	1 2 3 4 5	
Moderately Handicapped		1 2 3 4 5	1 2 3 4 5	
Severely Handicapped		1 2 3 4 5	1 2 3 4 5	

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LEA INSTRUMENT

Regular Education Teacher

State_____ Date_____

School District_____ District Position_____

Interviewer_____

Interviewee_____

What grade(s) are you currently teaching?_____

Years Teaching Regular Education Students_____

Years Teaching Special Education Students_____

Teaching Credentials (indicate grade levels if appropriate)_____

_____

Have you taken only courses in Special Education? Yes____ No____ If "yes," for what exceptionalities (e.g., LD, ED)? _____

Years Teaching in District_____

Years Having Lived in This Community_____

1. What percent of your students are bilingual?_____%
2. What percent of your student population speaks little or no English?____%
3. What is the principal non-English language spoken by your students?

   _____

4. How well do you speak this language? (Circle answer)
   Not at all 1 2 3 4 5 fluently
5. Do you have bilingual aides? Yes____ No____

6. To what extent does the Special Education staff professionally interact (e.g. planning of overall program), with the regular education staff? (Circle the NUMBER indicating your answer)

little if any 1 2 3 4 5 extensively

EXTENT OF PROFESSIONAL INTERACTION

7. To what extent does the Special Education staff work with you in developing and delivering educational programs to students? (Circle the number.) Same as above.

little if any 1 2 3 4 5 extensively

EXTENT OF WORKING TOGETHER

8. To what extent should the Special Education staff work with you in developing and delivering educational programs to students? (Circle the appropriate number.) Same as above.

little if any 1 2 3 4 5 extensively

EXTENT OF WORKING TOGETHER

9. Please indicate the numbers of your classroom students belonging to various ethnic groups; indicate their status (i.e. regular versus Special Education.)

Ethnic Group	Number Not Receiving Special Education Services	Number Also Receiving Special Education Services
Caucasian		
Black		
Native American		
Puerto Rican		
Mexican-American		
Other		

10. Does the school district have a parent volunteer program serving special education students? YES_____ NO_____ If yes, do these volunteers assist you with your special education students. YES_____ NO_____. Do these volunteers also serve regular education students? YES_____ NO_____.

11. Indicate what you think the ACTUAL and OPTIMAL level of parent involvement is for the following Educational Activities. Additionally, if the OPTIMAL exceeds the ACTUAL, indicate which factors played a role.

Involvement

* 1 = Little or no involvement
2 = Some involvement
3 = Considerable involvement
4 = Total involvement

Factors

** a. No legitimate opportunities
b. No interest
c. Long distances from school
d. Parental involvement not encouraged
e. Lack of information
f. Transportation problems
g. Parental fears of school personnel as authority figures
h. Insufficient educational training
i. Other (specify)

Educational Activities	Actual (1 - 4)	* Optimal (1 - 4)	Factors** (a - h)
Defining Educational Goals and Objectives			
Evaluating Teacher Performance			
Deciding Educational Placement			
Determining the amount of time that Handicapped students spend in regular classroom			

12. Is there a local chapter of ARC in district area? Yes____ No____

13. Is there a local chapter of ACLD in district area? Yes____ No____

14. Are successful role models of mentally handicapped adults present in your district area?
E.g., appropriately employed, independent? Yes____ No____

15. Please rank order those groups which yield the most influence in district area. (Rank only those yielding considerable influence.)

Politicians	_____	Educators	_____
Bankers	_____	Wealthy families	_____
The elderly	_____	Church groups	_____
Community at large	_____	Farmers	_____
Labor groups	_____	Ranchers	_____
		Others	_____

16. To what extent has the increase in funding of special education programs affected funding of regular education programs? (Circle the appropriate number.)

Strong Positive Effect	1	2	3	4	5	Strong Negative Effect

17. For your largest student minority, how do the following cultural differences affect successfully meeting the handicapped student's educational needs?

(a) Language differences?

(b) Attitudes toward the handicapped?

(c) Trust of school personnel?

(d) Value of the education in getting along in the minority culture?

18. What do you perceive as the major cultural difference that affect delivery of special education services to your culturally different minority students?

19. Comparing culturally different handicapped students with other handicapped students and with non-handicapped students, is their school attendance the same for (Circle response):

	Other handicapped			Non-Handicapped		
Rate of tardiness	less	same	greater	less	same	greater
Rate of absences	less	same	greater	less	same	greater
Rate of drop-outs	less	same	greater	less	same	greater

20. What are the chief problems you encounter (excluding language translation) in successfully communicating with parents of culturally different handicapped students?

Inservice

21. What types of knowledge/skills do you most need:

    (a) To deliver appropriate educational services to handicapped students?

    (b) To work with parents of handicapped students?

22. What types of knowledge/skills are most needed by your special education teachers in:

    (a) Assisting you in instructing special education students?

    (b) Delivering appropriate education services to special education students?

23. Have you participated in any inservice training programs concerned with implementing P.L. 94-142? Yes____ No____

24. In general, how useful have you found these inservice programs to be in:

	Not	Somewhat	Considerably
improving delivery of educational services to students	____	_____	_____
contributing to your professional growth	____	_____	_____
contributing to the entire staff's professional growth	____	_____	_____

25. What would be your major complaint regarding inservice training?

26. How willing would the teaching staff be to attend on their own time, inservice programs on implementing P.L. 94-142?

27. What percentage of your regular education staff would willingly attend an inservice program on mainstreaming special education students?_____%

28. What is your Current LEVEL OF NEED for inservice training in the following areas (Use a scale of 1 = no need, 2 = some need 3 = great need; please respond to each area for each staff type.)

	Staff Type		
AREAS/NEEDS	Regular Ed. Teacher	Special Ed. Teacher	District Administrator
Developing meaningful IEP's			
Understanding Concepts of Least Restrictive Environment			
Parent Participation			
Special Education Placement Process			
Due Process--Procedural Safeguards			

	How many of these students do you currently serve?	Rate what you think your level of success would be in working with these students in your current classroom. little/none 1 2 3 4 5 high	Rate what you think your level of success would be in working with these students given optimal conditions. little/none 1 2 3 4 5 high	If column 3 exceeds column 2, please list conditions that account for a higher level of success.
Mildly Handicapped		1 2 3 4 5	1 2 3 4 5	
Moderately Handicapped		1 2 3 4 5	1 2 3 4 5	
Severely Handicapped		1 2 3 4 5	1 2 3 4 5	

The following lists various types of strategies for delivering services to handicapped students. If you have had direct contact--experience or observation--with any of these strategies please evaluate their positive contribution to the handicapped students. Please also indicate if your staff would benefit from an inservice training on these strategies with which you have had experience.

SUCCESS IN SCHOOL

1 = negative contribution; 2 = little if any positive contribution;
3 = some positive contribution; 4 = positive contribution;
5 = considerable positive contribution.

STRATEGIES	SUCCESS IN SCHOOL	INSERVICE TRAINING YES	NO
Special education consultants	1 2 3 4 5	Y	N
Itinerant teachers	1 2 3 4 5	Y	N
Supportive therapies, e.g. occupational etc.	1 2 3 4 5	Y	N
Mobility training	1 2 3 4 5	Y	N
Crisis teacher	1 2 3 4 5	Y	N
Special instructional materials	1 2 3 4 5	Y	N
Special instructional equipment	1 2 3 4 5	Y	N
Resource Room	1 2 3 4 5	Y	N
Part-time special classes	1 2 3 4 5	Y	N
Self-contained special classes	1 2 3 4 5	Y	N
Combination regular and special day classes	1 2 3 4 5	Y	N
Categorical resource classes	1 2 3 4 5	Y	N
Categorical self-contained classes	1 2 3 4 5	Y	N
Special day schools	1 2 3 4 5	Y	N
Use of Private Schools	1 2 3 4 5	Y	N
Use of Presidential Schools	1 2 3 4 5	Y	N
Inter-district cooperative program	1 2 3 4 5	Y	N
Diagnostic and prescriptive teaching center	1 2 3 4 5	Y	N
Mobile diagnostic and prescriptive units	1 2 3 4 5	Y	N
Mobile preservice, inservice units	1 2 3 4 5	Y	N
Mobile teaching units	1 2 3 4 5	Y	N
Parent participant programs	1 2 3 4 5	Y	N
Student support committees	1 2 3 4 5	Y	N
Student IEP review	1 2 3 4 5	Y	N
Inservice training programs	1 2 3 4 5	Y	N
Curriculum development program	1 2 3 4 5	Y	N
Program to implement movement of children within system	1 2 3 4 5	Y	N
Unique transportation strategies (specify)	1 2 3 4 5	Y	N

29. Rate your skills in educational diagnostic and assessment procedures as applied to handicapped students.

Very Limited 1 2 3 4 5 Well Developed

30. As compared to your regular education students, how much more difficult is it to educate your handicapped students?

Same level of difficulty 1 2 3 4 5 Much more difficult

LEVEL OF DIFFICULTY

31. What do you see as the major factors accounting for this increase in level of difficulty when teaching special education students?

32. What modifications have you had to make as a result of teaching both regular and special education students (consider skills, facilities, teaching approach, etc.)

33. Is a team approach important to education the handicapped student?

Unessential 1 2 3 4 5 Essential

34. Which of the following support personnel assist you in providing educational services to handicapped students? How important are these services to you in teaching handicapped students?

			Unimportant				very important
Speech Therapist	Yes___	No___	1	2	3	4	5
Occupational Therapist	Yes___	No___	1	2	3	4	5
School Psychologists	Yes___	No___	1	2	3	4	5
Guidance Counselors	Yes___	No___	1	2	3	4	5

35. Which of the following support personnel would be essential for your working with the following handicapped conditions? (Indicate with a check.)

	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
School Psychologist	_____	_____	_____
Speech Therapist	_____	_____	_____
Career Educationalist	_____	_____	_____
Guidance Counselor	_____	_____	_____
Special Education Teacher	_____	_____	_____

36. How much experience have you had in developing IEP's? (Circle number indicating response.)

none 1 2 3 4 5 extensive

37. How important is an IEP to delivering appropriate educational services (Circle number indicating response.)

unimportant 1 2 3 4 7 very important

38. What does the IEP team do when it knows the district does not have the services and physical facilities the child needs?

39. To what extent do the following individuals or groups accept educating handicapped students in the regular classroom? (Circle your response for each of the handicapping conditions.)

1 = Strongly reject;
3 = Neutral
5 = Strongly accept

	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
Regular Education Teachers	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Special Education Teachers	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Administrators	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Board	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Handicapped Students	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Non-Handicapped Students	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Community	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
You	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5

40. Think of your most successful handicapped student to what do you attribute this success?

41. Think of your least successful handicapped student, to what do you attribute this lack of success?

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Project Staff: John Boltz, M.S.W.
Richard Shea, Ph.D.
Lori DelBuono, M.A.
Sandy Watkins, M.A.

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PARENT INSTRUMENT

State_____ Date_____

Name of District_____ Child's Age_____ Sex_____

Interviewer_____ Child's primary handicapping condition:

_____

1. The IEP meeting was held within 30 days following evaluation of my child.
   Yes____ No____

   If NO, please check when the IEP meeting was held following the evaluations:

2 months later	3 months later	4 months later	5 months later	6 months later	never
_____	_____	_____	_____	_____	_____

	Yes	No
2. The information from my child's evaluation before the IEP was fair and useful for planning a program for my child.	___	___
3. The following were present at the IEP Meeting: (please check appropriate answer)		
My child	___	___
Child's teacher	___	___
School representative (other than child's teacher	___	___
Parent or Guardian	___	___
Other_____	___	___
4. The IEP for my child contained the following items:		
Annual goals	___	___
Short-term objectives	___	___
Specific service(s) to be provided	___	___
Present level of performance	___	___
Date services were to begin	___	___
Ways to check my child's progress	___	___
Special materials, equipment or media	___	___
Percentage (%) of time in regular class placement	___	___
Place for me to indicate my approval	___	___
Educators informed me of how the IEP was to be developed and what would be in it	___	___

		YES	NO
5.	There were major areas of educational needs for my child which were ignored during the IEP meeting.	___	___
6.	The short-term objectives did seem closely related to the annual goal(s).	___	___
7.	The annual goal(s) in the IEP did not fully meet the eductional needs of my child.	___	___
8.	The IEP clearly stated what specific service(s) my child would be receiving.	___	___
9.	The dates for the beginning of services for my child were quite clear.	___	___
10.	I know when the IEP services will end for my child.	___	___
11.	The service(s) for my child in the IEP was determined by what was available rather than what was needed (for example: if a certain service was known to be needed but the final decision was made based on what the school district currently had).	___	___
12.	A specific date was set for reviewing my child's progress under this IEP.	___	___
13.	The method of checking my child's progress in the IEP included:		
	How it would be checked	___	___
	When it would be checked	___	___
	Who would be responsible for making sure it's done.	___	___
14.	Some regular class placements for my child were considered during the IEP meeting.	___	___
15.	Every attempt was made by educators to provide services for as much time as possible in a regular classroom.	___	___
16.	A completed copy of the IEP was:		
	Made available to me to look at	___	___
	Made available to me to keep	___	___
17.	The IEP for my child was completed before the meeting with me.	___	___
18.	Educators presented information during the IEP meeting in understandable language.	___	___
19.	I was given the opportunity to ask questions about points I didn't understand regarding the IEP.	___	___
20.	I was encouraged to contribute significant information to my child's IEP.	___	___

		YES	NO
21.	The IEP that was developed seemed to fit my child's needs.	___	___
22.	Educators provided information that helped me understand the IEP process.	___	___
23.	I felt like a fully participating member with the educators during the planning of the IEP.	___	___
24.	The school which my child attends has a program for preparing parents to participate in the IEP process.	___	___
25.	I refused to consent to the IEP.	___	___
26.	I was given specific information on how to appeal the program assignment decisions in the IEP.	___	___
27.	I was asked to assume costs connected to services in my child's IEP.	___	___
28. **	I am hopeful that the IEP for my child will imporve next year.	___	___
29.	Do you belong to any groups which help or advise school staff?	___	___

If you answer yes, what group(s)?

30. How well do you understand what your rights are in regards to your child's education?

Do not understand at all	understand not very well	understand some	understand fairly well	Good understanding
1	2	3	4	5

31. If you have a concern about your child's school program, to whom do you talk?

Child_____
Regular Teacher_____
Special Education Teacher_____
School Board Member_____
Principal_____
Special Education Director_____
Superintendent_____
Another Parent_____

		YES	NO
32.	Do you feel welcome to visit your child's classroom(s)?	___	___
33.	Have you ever asked to see your child's school records?	___	___

34. If the answer to 33 is yes, did you see your child's school records? YES ___ NO ___

35. What do you think you could do if you were not satisfied with your child's educational program and no one at the school would be willing to talk to you about possibly changing it?

36. Do you have any suggestions for ways you could help the school provide services to your child? ___ ___

If the answer is yes, please list them.

37. In terms of your child's educational needs, how satisfied are you with the services your child receives from:

a. Regular Education Teachers? (please circle appropriate)

Very Dissatisfied 1 2 3 4 5 Very Satisfied

b. Special Education Teachers?

Very Dissatisfied 1 2 3 4 5 Very Satisfied

38 How satisfied are you with the progress your child has made in:

a. Academic Development? 1 2 3 4 5

b. Social Development? 1 2 3 4 5

c. Development of skills important to functioning as an adult? 1 2 3 4 5

** Items 1 - 28 used with the permission of the National Committee for Citizens in Education, Washington, D.C.

Questionnairre Regarding Attitudes Toward Mainstreaming*
Rural Research Project
Murray State University

Put an X on top of the response which most accurately represents your current opinion about the statement. There are no correct answers

Key: SD Strongly Disagree N No Opinion A Agree
D Disagree SA Strongly Agree

1.	I believe that placing a handicapped student in a typical classroom would damage the student's self-concept.	SD	D	N	A	SA
2.	A handicapped child will be motivated to learn in a regular classroom.	SD	D	N	A	SA
3.	As a result of placement in a regular classroom, a handicapped child will develop a more positive attitude toward school.	SD	D	N	A	SA
4.	Placement of a handicapped child in a regular classroom will likely result in his becoming socially withdrawn.	SD	D	N	A	SA
5.	I think that the integration of handicapped students into the regular classroom will harm the education achievement of average students.	SD	D	N	A	SA
6.	The experience of being in a regular classroom will increase the chances of a handicapped child attaining a more productive and independent place in society.	SD	D	N	A	SA
7.	Given my current understanding, I believe that "mainstreaming" will benefit the teacher as well as all children.	SD	D	N	A	SA
8.	Assignment of a handicapped child to a regular classroom is a wise administrative decision.	SD	D	N	A	SA

*Developed by University of Arkansas
Dean's Grant: Mainstreaming
Attitude toward Mainstreaming
Form I

National Rural Project: A REGI
Project of Bureau of Education
for the Handicapped Conducted by
Center for Innovation and Development
Murray State University
Project Director: Doris Helge, Ph.D.
Project Staff: John Boltz, M.S.W.
Richard Shea, Ph.D.
Lori DelBuono, M.A.
Sandy Watkins, M.A.

* * * * * * * *

LEA INSTRUMENT

Teacher - Special Education

State_____ Date_____

School District_____ District Position_____

Interviewer_____ Sex_____

Interviewee_____

What grade level students are you currently serving? _____

Years Teaching Regular Education Students _____ yrs.

Years Teaching Special Education Students _____ yrs.

Teaching Credentials (indicate grade levels if appropriate). _____

Years lived in this community _____

Years teaching in this district _____

1. What percent of your students are bilingual? _____%

2. What percent of your students population speaks little or no English? _____%

3. What is the principal non-English language spoken by your students? _____.

4. How well do you speak this language? Circle answer

not at all 1 2 3 4 5 Fluently

5. Do you have bilingual aides? ___No ___Yes

6. Do Special Education teachers meet regularly with regular education teachers? Yes____ No____

7. Are Special Education teachers physically isolated from regular education teachers? Yes____ No____

8. To what extent do you professionally interact (e.g. planning overall program) with the regular education staff? (Circle the NUMBER indicating your answer.)

little if any 1 2 3 4 5 extensively
EXTENT OF PROFESSIONAL INTERACTION

9. To what extent do you work with the regular education staff in developing and delivering educational programs to students? (Circle the NUMBER indicating your answer.)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

10. To what extent should you work with the regular education staff in developing and delivering educational programs to students? (Circle the NUMBER indicating your answer.)

little if any 1 2 3 4 5 extensively
EXTENT OF WORKING TOGETHER

11. Please indicate the numbers of students you serve that belong to the following groups.

Ethnic Group	Number in Special Education
Caucasian	_____
Black	_____
Native American	_____
Puerto Rican	_____
Mexican-American	_____
Other	_____

12. Does the school district have a parent volunteer program serving special education students? YES____ NO____ If "YES," do these volunteers assist you with your special education students? YES____ NO____ Do these volunteers also serve regular education students? YES____ NO____

13. Indicate what you think the ACTUAL and OPTIMAL level of parent involvement is for the following Educational Activities. Additionally, if the OPTIMAL exceeds the ACTUAL, indicate which factors played a role.

Involvement

* 1 = Little or no involvement
2 = Some involvement
3 = Considerable involvement
4 = Total Involvement

Factors

** a. No legitimate opportunities
b. No interest
c. Long distances from school
d. Parental involvement not encouraged
e. Lack of information
f. Transportation problems
g. Parental fears of school personnel as authority figures
h. Insufficient educational training
i. Other (specify)

Educational Activities	Actual (1 - 4)	* Optimal (1 - 4)	Factors ** (a - h)
Defining Educational Goals and Objectives			
Defining Instructional Programs			
Evaluating Teacher Performance			
Deciding Educational Placement			
Determining the amount of time that Handicapped students spend in regular classroom			

14. Is there a local chapter of ARC in your community? YES_____ NO_____

15. Is there a local chapter of ACLD in your community? YES_____ NO_____

16. Are successful role models of mentally handicapped adults present in your community?
E.g., appropriately employed, independent? YES_____ NO_____

17. Please rank order those groups which yield the most influence in your community. (Rank only those yielding considerable influence.)

Politicians	_____	Educators	_____
Bankers	_____	Wealthy families	_____
The elderly	_____	Church groups	_____
Community at large	_____	Farmers	_____
Labor groups	_____	Ranchers	_____
		Others	_____

18. To what extent has the increase in funding of special education affected funding of regular education programs? (Circle the NUMBER indicating your answer.)

Strong Positive Effect	1	2	3	4	5	Strong Negative Effect

19. For your largest student minority, how do the following cultural differences affect successfully meeting the handicapped student's educational needs?

(a) Language differences?

(b) Attitudes toward the handicapped?

(c) Trust of school personnel?

(d) Value of the education in getting along in the minority culture?

20. What do you perceive as the major cultural difference affecting delivery of special education services to your culturally different minority students?

21. Comparing culturally different handicapped students with other handicapped students and with non-handicapped students, is their school attendance the same for (Circle response):

	Other handicapped			Non-handicapped		
Rate of tardiness	less	same	greater	less	same	greater
Rate of absences	less	same	greater	less	same	greater
Rate of drop-outs	less	same	greater	less	same	greater

22. What are the chief problems you encounter (excluding language translation) in successfully communicating with parents of culturally different handicapped students? How have you dealt with these problems?

Inservice

23. What types of knowledge/skills would you most need to:

    a. increase effectiveness of services you currently provide handicapped students?

    b. increase the range of handicapping conditions you could serve.

24. What types of knowledge/skills are most needed by the regular education teacher to more effectively deliver educational services to handicapped students?

25. Have you participated in any inservice training programs concerned with implementing P.L. 94-142? YES_____ NO_____

26. In general, how useful have you found these inservice programs to be in:

	None	Some	Considerable
improving delivery of educational services to students	_____	____	_____
contributing to your professional growth	_____	____	_____
contributing to the entire staff's professional growth	_____	____	_____

27. What would be your major complaint regarding inservice training?

28. How willing would the regular education teaching staff be to attend, on their own time, inservice programs on implementing P.L. 94-142?

29. What percentage of your regular education staff would willingly attend an inservice program on mainstreaming special education students? _____%

30. If not 100%, please describe reasons:

31. What is your Current LEVEL OF NEED for inservice training in the following areas (Use a scale of 1 = no need, 2 = some need 3 = great need; please respond to each area for each staff type.)

	Staff Type		
AREAS/NEEDS	Regular Ed. Teacher	Special Ed. Teacher	District Administrator
Developing meaningful IEP's			
Understanding Concepts of Least Restrictive Enrironment			
Parent Participation			
Special Education Placement Process			
Due Process--Procedural Safeguards			

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Please complete	How many of those students do you currently serve?		Which of these types could you serve? Rate your skills in working with these students using:	What are or would be the major problems you would encounter in serving this type of student.	What would you need and/or require to provide instruction to this type of student. (e.g. aide, learn sign language etc.)
Handicapping Condition	*Elem	*Sec	1 2 3 4 5 Limited Well Developed		
Learning Disabilities					
Emotionally Handicapped					
Educable Mentally Retarded					
Trainable Mentally Retarded					
Developmental Disabilities					
Visually Handicapped					
Hard of Hearing					
Speech Handicap					
Physically Handicapped					
Multiple Handicapped					

*Elem = Elementary level
*Sec = Secondary level

32. Rate your skills in educational diagnostic and assessment procedures as applied to handicapped students (Circle NUMBER indicating your response.)

Very Limited 1 2 3 4 5 Well Developed

33. As compared to regular education students, how much more difficult is it to educate handicapped students? (Circle NUMBER indicating your response.)

Same level of difficulty 1 2 3 4 5 Much more difficult

34. What do you see as the major factors accounting for this increase in level of difficulty when teaching special education students?

35. Is a team approach important to educating the handicapped student?

Unessential 1 2 3 4 5 Essential

36. Which of the following support personnel assist you in providing educational services to handicapped students? How important are these services to you in delivering an appropriate education?

			unimportant				very important
Speech Therapist	Yes____	No____	1	2	3	4	5
Occupational Therapist	Yes____	No____	1	2	3	4	5
School Psychologists	Yes____	No____	1	2	3	4	5
Career Educationalist	Yes____	No____	1	2	3	4	5
Guidance Counselor	Yes____	No____	1	2	3	4	5
Others (specify)	Yes____	No____	1	2	3	4	5

To what extent are these sources integrated into the student's educational program? (Circle NUMBER indicating your answer.)

little or none 1 2 3 4 5 optimally integrated

37. Which of the following support personnel would be essential for your working with the following handicapping conditions? (Indicate with a check.)

	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
School Psychologist	_____	_____	_____
Speech Therapist	_____	_____	_____
Career Educationalist	_____	_____	_____
Occupational Therapist	_____	_____	_____
Others (specify)	_____	_____	_____

38. How important is an IEP in delivering quality educational services? (Circle NUMBER indicating your response.)

unimportant 1 2 3 4 5 very important

39. What does the IEP team do when it knows the district does not have the services or facilities the child needs?

40. Think of your most successful handicapped student, to what do you attribute this success?

41. Think of your least successful handicapped student, to what do you attribute this lack of success?

42. To what extent do the following individuals/groups accept educating handicapped students in the regular classroom? (Circle your response for each of the handicapping conditions.)

1 = Strongly reject
3 = Elements of both acceptance and rejection
5 = Strongly accept

	Mildly Handicapped					Moderately Handicapped					Severely Handicapped				
Regular Education Teachers ---	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Special Education Teachers ---	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
School Administrators --------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
School Board -----------------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Parents of Handicapped Students ----------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Parents of Non-Handicapped Students ----------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Community ----------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
You ----------	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5

43. How have or would you increase these levels of acceptance? Be specific

44. In your district who proposes changes to special education policies and procedures? How is this process initiated?

45. Who evaluates these proposed changes and what criteria is issued?

48. Who is involved in deciding on whether to adopt or reject these changes? Who makes the final decision?

49. Who is involved in implementing these changes? How are they implemented?

National Rural Project, A REGI
Project of Bureau of Education for
the Handicapped, Conducted by the
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LEA INSTRUMENT

Administrator

State_____ Date_____

School District_____ District Position_____

Interviewer_____ Sex_____

Interviewee_____ Yrs. Teaching Regular Education____
Yrs. Teaching Special Education____

Years Lived in Community_____ Yrs. as School Administrator_____
Yrs. in School District_____

Socioeconomic Content

1. Please rank, on the basis of numbers of individuals, the following ethnic groups served by your district (use "1" to rank group with most individuals). If possible, indicate the numbers of individuals in each group.

	Present	Rank Order
Caucasian		
Black		
Native American		
Puerto Rican		
Mexican-American		
Oriental		
Other		

2. What is the population size of your district?_____

3. What is the population density per square mile in your district?_____

4. Circle the number indicating the extent to which the families you serve reside throughout the district area.

1	2	3
located only in few areas	combination (few areas & scattered)	located throughout the district area

5. What is the distance of your community from the following:

State Capitol	_____
County Seat	_____
Closest city of 5,000 or less	_____
City of 50,000 or more	_____
City of 100,000 or more	_____

6. How far is the nearest neighboring town?_____

   What is the size of the nearest neighboring town?_____

7. Please estimate the percentage of district residents working in the following occupations:

Professionals	_____%
Labors, Unskilled	_____%
Labors, Skilled	_____%
Farmers/Ranchers	_____%
Sales	_____%
Craftsman	_____%
Administrator/Management	_____%
Housewife	_____%
Unemployed	_____%
Other	_____%

8. What is the average income of families in your district?_____

9. What percentage of these families have an income less than this amount?____%

10. What percent of the community falls above Federal poverty line? ($6200--urban family of 4; $5270--non urban family of 4) _____$

11. Are many persons in your community in better economic positions than their parents?

    Yes_____ No_____

12. After most people in your community leave school, do they stay in the community or do they move?

    Leave_____ Stay_____

13. What percent of the families currently being served by your district will reside in the district at the end of the school year?_____%

14. What percent of the population is bilingual? _____%

15. What percent of the population speaks no English? _____%

16. What is the principal non-English language spoken by district residents?

_____

Staffing

17. How many special education teachers are on the staff? _____
How many regular education teachers are on the staff? _____
How many of your regular education teachers provide educational services to special education students? _____

18. In the last five years what percent turnover in the regular education staff did your district experience? _____
What was the major reason given for leaving? _____
During this period, was the percentage of turnover in the special education group greater?

19. Does your district:
(a) Employ a full-time director of Special Education Yes____ No____
(b) Employ a part-time director of Special Education with other district responsibilities Yes____ No____
(c) Share a director of Special Education with other school districts Yes____ No____

20. Please indicate what number of your teaching staff fall into the following categories:

EDUCATIONAL BACKGROUND	Number	less than B.A. degree	____
	Number	with B.A. degree	____
	Number	with B.A. +	____
	Number	with M.A.	____
	Number	with M.A. + 1-14	____
	Number	with M.A. + 15-30	____
	Number	with Ed.S.	____
	Number	with Ed.D. or Ph.D.	____
CREDENTIALS	Number	Special Education with Provisional Certification	____
	Number	Special Education teachers without certification	____
	Number	Special Education teachers with certification	____
	Number	Regular Education teachers with Special Education credentials	____
	Number	Regular Education teachers with no Special Education credits	____

21. Does your district hire teachers for specialized assignments who do not have specialized training? Yes____ No____

22. Does your district have teaching staff on an emergency basis? Yes____ No____

23. Is your district's average teacher salary:
below national average ($15,040) Yes____ No____
above national average Yes____ No____

24. Is your district's average teacher salary:
below state average Yes____ No____
above state average Yes____ No____

25. Special Education teachers regularly report to:
    1. Building principal only _____
    2. Special Education director only _____
    3. Regular education curriculum director only _____
    4. Other (specify) _____

26. Do Special Education teachers meet regularly as a group? Yes_____ No_____

27. Do Special Education teachers meet regularly with regular education teachers? Yes_____ No_____

28. Are Special Education teachers physically isolated from regular education teachers? Yes_____ No_____

29. Are Special Education teachers physically isolated from other Special Education teachers? Yes_____ No_____

30. To what extent does the Special education staff professionally interact (e.g., general planning of educational programs) with the regular education staff? (Circle the NUMBERS indicating your response.)

    little if any 1 2 3 4 5 extensively

31. To what extent does the Special Education staff work with the regular education staff in developing and delivering educational programs? (Circle the NUMBER indicating your response.)

    little if any 1 2 3 4 5 extensively

32. To what extent should the Special Education staff work with the regular education staff in developing and delivering educational programs? (Circle the NUMBER indicating your response.)

    little if any 1 2 3 4 5 extensively

Students

33. Your districts school population is: _____Elementary _____Secondary

34. The average ADA of pupils per school in the district is:

1 - 50	_____
51 - 99	_____
100 - 199	_____
200 - 299	_____
300 - 399	_____
400 - 499	_____
500 - 599	_____
500 or more	_____

Please complete the following table:

Handicapping Condition	NUMBERS OF Residents Served in District	Non-residents served in district	RESIDENTS SERVED BY: state agency	private agency	other agency	% Time Residents Served By Regular Teachers	Number of Elementary	Secondary
Learning Disabilities								
Emotionally Handicapped								
Educable Mentally Retarded								
Trainable Mentally Retarded								
Developmental Disabilities								
Visually Handicapped								
Hard of Hearing								
Speech Handicapped								
Physically Handicapped								
Multiple Handicapped								

35. Please indicate the numbers of students belonging to various ethnic groups that are placed in regular and special education:

Ethnic Group	Number in Regular Education	Number in Special Education
Caucasian	_____	_____
Black	_____	_____
Native American	_____	_____
Puerto Rican	_____	_____
Mexican-American	_____	_____
Other	_____	_____

Child Find

36. Please check any of the following CHILD FIND activities which your district has utilized. Place a "+" by that activity you found most effective.

Door to door census	_____
TV announcements	_____
Radio announcements	_____
Newspaper announcements	_____
Public Health screening	_____
Physician referral	_____
Preschool screening	_____
Mailouts with utility bills	_____
Mail persons	_____
Sunday School teachers	_____
Other (specify)	_____

Parents

37. Does the district have Special Education Advisory Committee?
Yes ____ No ____

38. If the answer to 39 is yes, what groups are represented or what kind of persons are included?_____

39. Does the school district have a parent volunteer program for Special Education? Yes _____ No _____

40. Do you have a Parent Advisory Committee for Special Education?
Yes _____ No _____

41. If answer to 42 is YES, how many members?_____

42. How many of these number belong to culturally different groups? _____

43. How many members comprise your school board? _____

44. How many of these belong to culturally different groups? _____

45. Indicate what you think the ACTUAL and OPTIMAL level of parent involvement is for the following Educational Activities. Additionally, if the OPTIMAL exceeds the ACTUAL, indicate which factors played a role.

Involvement

* 1 = Little or no involvement
2 = Some involvement
3 = Considerable involvement
4 = Total Involvement

Factors

** a. No legitimate opportunities
b. No interest
c. Long distances from school
d. Parental involvement not encouraged
e. Lack of information
f. Transportation problems
g. Parental fears of school personnel as authority figures
h. Insufficient educational training
i. Other (specify)

Educational Activities	Actual (1 - 4)	Optimal * (1 - 4)	Factors ** (a - h)
Defining Educational Goals and Objectives			
Defining Instructional Programs			
Evaluating Teacher Performance			
Deciding Educational Placement			
Determining the amount of time that Handicapped students spend in regular classroom			

Higher Education as a Resource

46. A college or university is located:

within the community _____
within 24 miles of the community _____
within 50 miles of the community _____
within 100 miles of the community _____
Over 100 miles from the community _____

47. Student and/or faculty from colleges or universities are regularly involved with the school district? Yes_____ No_____

48. College or university students are placed in the school district for the purpose of:
    Internships Yes____ No____
    Practicums Yes____ No____

49. Do college or university staff provide inservices for the school district staff? Yes____ No____

50. Do colleges or universities teach extension courses in the district? Yes____ No____

Community

51. Does your community have:

	Yes	No
1. a daily newspaper	_____	_____
2. weekly newspaper	_____	_____
3. radio station	_____	_____
4. TV station	_____	_____
5. telephone service	_____	_____

52. Does your community have:

1. public buses	_____	_____
2. train service	_____	_____
3. taxi service	_____	_____
4. air service	_____	_____
5. water transportation	_____	_____

53. Is there a local chapter of ARC in the community? Yes_____ No_____.

54. Is there a local chapter of ACLD in the community? Yes_____ No_____

55. Are successful role models of handicapped adults present in your community? E.g., appropriately employed, independent? Yes____ No_____

56. Please rank order of those groups which wield the most influence in the community.

Politicians	_____	Educators	_____
Bankers	_____	Wealthy families	_____
The elderly	_____	Church groups	_____
Community at large	_____	Farmers	_____
Labor groups	_____	Ranchers	_____
		Others	_____

School Finances

57. School budget is approved by school board only. Yes_____ No_____

58. School budget is approved by school board and local government unit, e.g., village council. Yes_____ No_____

59. For FY 1978-79, what is the district's total cost per pupil? _____

60. For FY 1978-79, what is the excess cost per pupil for handicapped? _____

61. For FY 1978-79, approximately how much money was expended by your district in each of the following service areas for exceptional children. How much has been budgeted for FY 1979-80?

	FY 78-79 Expended	FY 79-80 Budgeted
1. Child/find identification		
2. Transportation		
3. Educational Services		
4. Materials		
5. Special Personnel		
6. Assessment Diagnosis		
7. Special Schools		

62. Is your district currently using a Special Education strategy in a service area (e.g., child find) requiring an increased expenditure of funds?
Yes_____ No_____

63. If answer to 62 is yes, what is that strategy?_____
_____

64. Has your district discontinued the use of a Special Education service delivery strategy within the past three years for financial reasons?
Yes_____ No_____

65. If answer to 64 was Yes, what was that strategy?_____
_____

66. Does your district presently receive special project funds from state or federal sources for implementing an innovative Special Education service strategy?
Yes_____ No_____ Source_____
Strategy:_____

67. In your opinion, is the school district financial support for educating handicapped students for special education: more than adequate_____
less than adequate_____
adequate_____

68. If financial support is less than adequate, place a check next to those service areas which are inadequately funded in your district:
Child find _____
Transportation _____
Early Education _____
Educational Programs _____
Materials _____
Special Services _____
Facilities _____
Inservice Development _____
Assessment/Diagnosis _____

69. Has your district applied for early childhood incentive monies?
Yes_____ No_____

70. Are any of the following funds used in educating handicapped students? If YES, briefly describe how.

Pass Thru Funds (PL 94-142)	Yes _____	No _____
Title I Funds	Yes _____	No _____
Migrant Funds	Yes _____	No _____
Bilingual/Multicultural	Yes _____	No _____
Other _____	Yes _____	No _____

71. For your largest student minority, how do the following cultural differences affect successfully meeting the handicapped students educational need?

a) Language Differences

b) Attitudes toward the handicapped

c) Trust of school personnel

d) Value of edcuation in getting along in the minority culture

72. What do you perceive as the major cultural difference affecting the delivery of special education services to your culturally different minority students?

73. Comparing culturally different handicapped students with other handicapped students and with non-handicapped students, is their school attendance the same for (circle response)

	Other handicapped			Non-handicapped		
Rate of tardiness	less	same	greater	less	same	greater
Rate of absences	less	same	greater	less	same	greater
Rate of drop-outs	less	same	greater	less	same	greater

74. What are the chief problems you encounter (excluding language translation) in successfully communicating with parents of culturally different handicapped students?

75. What does the IEP team do when it knows the school district does not have the services and physical facilities a child needs?

Inservice

76. What types of skills and knowledge are most needed by your regular education staff for the following areas?

    a. Assisting regular education teachers in instructing handicapped students.
    b. Assisting the regular education teacher in instructing a wider range of handicapped students

77. What types of skills/knowledge are most needed by special education teachers?

    a. Assisting the regular education teachers in instructing special education students?

    b. Delivering appropriate education services to special education students?

78. What types of inservice training are most needed by school administrators in:

    a. Implementing PL 94-142?

    b. Assuring that quality educational services are provided the special education student in the regular classroom setting?

    c. Convincing the school board and/or community of the importance of special education services?

    d. Applying for federal funds such as those available through PL 94-142?

79. Have you participated in any inservice training programs concerned with implementing PL 94-142? Yes _____ No _____

80. In general, how useful have you found these inservice programs to be in:

	None	Some	Considerable
improving delivery of educational services to students	____	____	_____
contributing to your professional growth	____	____	_____
contributing to the staff's professional growth	____	____	_____

81. What would be your major complaint regarding inservice training?

82. What percentage of your regular education staff would willingly attend an inservice program on mainstreaming special education students? _____%

83. If not all, please describe reasons:

84. What is your current LEVEL OF NEED for inservice training in the following areas? (Using a scale of 1 = no need, 2 = some need and 3 = great need please respond to each area for each staff type)

	STAFF TYPE		
AREAS/NEEDS	Regular Ed. Teachers	Special Ed. Teachers	District Administrators
Developing Meaningful IEP's			
Understand the Concepts and Least Restrictive Environment			
Parent Participation			
Special Education Placement Process			
Due Process--Procedural Safeguards			
Developing a Continuum of Educational Services			

85. In your district who proposes changes to special education policies and procedures? How is this process initiated?

86. Who evaluates these proposed changes and what criteria is used?

87. Who is involved in deciding whether to adopt or reject these changes? Who makes the final decision?

88. Who is involved in implementing these changes? How are they implemented?

89. Did your district receive, either singly or jointly with other districts, Title VI- B Entitlement funds for handicapped students? Yes____ No____
If "yes", how was this money used?

90. How has the increase in funding Special Education affected funding of regular education? (Circle number indicating your response)

Strong Positive Effect	1	2	3	4	5	Strong Negative Effect

91. To what extent do the following individuals accept educating handicapped students in the regular classroom? (Circle your response for each of the handicapping conditions)

1 = Strongly reject
2 = Neutral
3 = Strongly accept

	LEVEL OF ACCEPTANCE		
	Mildly Handicapped	Moderately Handicapped	Severely Handicapped
Regular Education Teachers -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Special Education Teachers -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Administrators - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
School Board - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Handicapped Students - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Parents of Non-Handicapped Students - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
Community - - - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5
You - - - - - - - - - - - -	1 2 3 4 5	1 2 3 4 5	1 2 3 4 5

92. To what extent do the following people understand procedural safeguards (due process) available to the handicapped student and to his/her parents?

	Levels of Understanding				
	Inadequate				Adequate
District Administrators - - - -	1	2	3	4	5
Regular Education Teachers- - -	1	2	3	4	5
Special Education Teachers- - -	1	2	3	4	5
Support Service (e.g. School Psychologist) - - - - - - - -	1	2	3	4	5
Community - - - - - - - - - -	1	2	3	4	5

93. What techniques would you use to increase this level of understanding?

APPENDIX B

TABLE 2

The table below identifies for each LEA data collection instrument, item number (or page numbers) designed to tap major areas of PL 94-142 (IEP, LRE, Parent Participation, Procedural Safeguards.)

	PL 94-142			
LEA Instrument	IEP	LRE	Parent Participation	Procedural Safeguards
Co-op	30, 49, 74, 56	35, 74, 89, 5, 15	38-41, 74	65, 68, 74, 87, 90
School Administrator	31, 32, 75, 84	5, 76, 84, 91, 15	37-42, 45, 8	71, 72, 74, 84, 85, 92
Special Education Teacher	9, 10, 19-22, 31, 36-39	31, 42, 43	12, 13, 31, 44, 9, 11	3-5, 19-22, 31, 36, 37, 39
Regular Education Teacher	78, 21, 78, 36-38	21, 28, 39, 8, 10	10, 11, 28	17-20, 28
Support Services	11, 12, 17-19, 33, 43	12, 34, 43	16, 26, 43, 13	7-9, 20-23, 43
Parents	3, 4, 6, 8, 9, 10, 12, 21	14, 15	17-20, 22-24, 29, 5	1-5, 7, 11, 18, 19, 22, 25-27, 30-35

* Item number in instrument.
** Page number includes various items contained in tabular term.

APPENDIX C

COST ANALYSIS MODEL

The cost factors associated with service delivery systems in rural areas will be investigated on four levels. These four levels include the following:

Level I - Analysis of District Funding Base

The analysis of the funding base of rural school districts will consist of the partitioning of monetary resources by funding source (e.g., local, state, federal); determination of the relative contribution of each funding source to the district funding base; identification of the types of funds received from the funding agencies (e.g., local revenue, Title B monies); temporal availability of funds (e.g., monies available early in the school year versus later in the school year); and indirect monetary assets (e.g., reduced cost through interagency coordination/cooperation, a large volunteer manpower pool). This level of financial characterization of the districts will include both the immediate status of the districts and a thre to five year projection of fiscal characteristics.

Level II - Characterization of Relative Monetary Expenditure Pattern

Rural school districts will be characterized as to the proportions of funds allocated into specific expenditure categories. Tentative major categories include personnel, facilities, materials, transportation, and general operational expenses. Each major expenditure category will be subdivided into specific expenditure items. Table 1 provides a partial listing of school related and general community economic characteristics which will be analyzed.

TABLE L

District Level Cost Factors*

School Operation	Community Factors
Personnel-administrator	Mean family income
Personnel-instruction	Tax Base
Personnel-support	Mean community income
Materials-instruction	Median family income
Materials-clerical	
Transportation	
Facility construction	
Facility maintenance	
Utilities	
Transportation Maintenance	
Library	

* Sample list of factors

Level III - Cost Analysis of Service Delivery Strategies

Functional service delivery strategies identified through other activities of this project will be characterized in terms of staff, facility, material, transportation, and general operational expenses. Again, these major expenditure categories will be subdivided into discrete expenditure items. The extent of service reflected by a given strategy (e.g., itinerant services versus resource room) will be interfaced with the degree of compliance with PL 94-142 that such a range of service delivery achieves. Consequently, the relative cost to achieve varying degrees of compliance with PL 94-142 should be determinable. Table 2 presents a partial listing of strategy cost factors which will be analyzed.

Level IV - District/Strategy Interfacing

Following determination of the fiscal characteristics of districts and the monetary requirements of various service delivery strategies, the financial structure of the districts will be compared with potentially

TABLE 2

Strategy Level Cost Factors*

Installation	Operation
Facilities-construction	Personnel-instruction
Vehicles	Personnel-administrative
Materials-instruction	Vehicle maintenance
Materials-diagnostic	Transportation costs-students
Consultants	Transportation costs-staff
Personnel	Materials
	Consultants

* Sample List of Factors

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functional service delivery strategies to achieve a financial match. Such a match will be dependent on the absolute funding base of a district versus the funding requirements of a strategy, the temporal availability of funds versus the funding requirements of a given strategy, and the matching of proportional expenditure categories.

Cost Effectiveness Considerations

Cost effectiveness analysis will be applied in this project as a significant aid in decision-making regarding community strategy selection.

Two approaches to cost effectiveness analysis will be used in this project: (1) fixed effectiveness, and (2) fixed cost. The fixed effectiveness approach will be used to determine which types of service delivery strategies achieve the objectives and standards of service delivery set forth in PL 94-142 most efficiently in terms of cost factors. In other words, PL 94-142 dictates the types of services which must be provided, given the characteristics of a community, which type of strategy will enable it to achieve the standards of PL 94-142 for the least cost.

The second approach, fixed cost analysis, will provide a different perspective on community/strategy interfacing and strategy selections. The

fixed cost approach will be used to determine which strategies would be most effective given the limited economic resources of a community. For example, if a community can only budget $50,000 for its special education program, what service delivery strategy should the administrators select to maximize the effectiveness of their program and fulfill the regulations set forth in PL 94-142? The fixed cost analysis will provide data for answering questions of this type.

The two approaches to cost effectiveness analysis will be based on several similar methodological processes. The common stages in implementing the cost effective analysis will be based on the procedural model developed by Kazanowski (1968). This procedural model can be summarized in ten steps. The first step in completing the analysis consists of defining the goals of the analyses. Specifically, what are the goals the alternate systems--in this case, special education service delivery systems--are expected to accomplish? In the present project, the broad goal for service delivery systems is the achievement of service delivery to all exceptional children within the provisions of PL 94-142.

The second step consists of identifying the requirements of the broad goals. For this project, the requirements are based on the regulations set forth in PL 94-142.

Step Three consists of the identification of alternate systems. This step consists of determining what types of service delivery systems or strategies (e.g., mobile screening vans versus diagnostic centers) are available which could achieve the specified goals and requirements of PL 94-142.

Step Four consists of the identification of evaluation criteria. Criteria for evaluation of alternate strategies in the present project will include the degree of compliance with PL 94-142 which a strategy seems to ensure in conjunction with the cost of achieving the given degree of compliance.